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Canadian child care in context: perspectives from the provinces and territories

Alan R. Pence

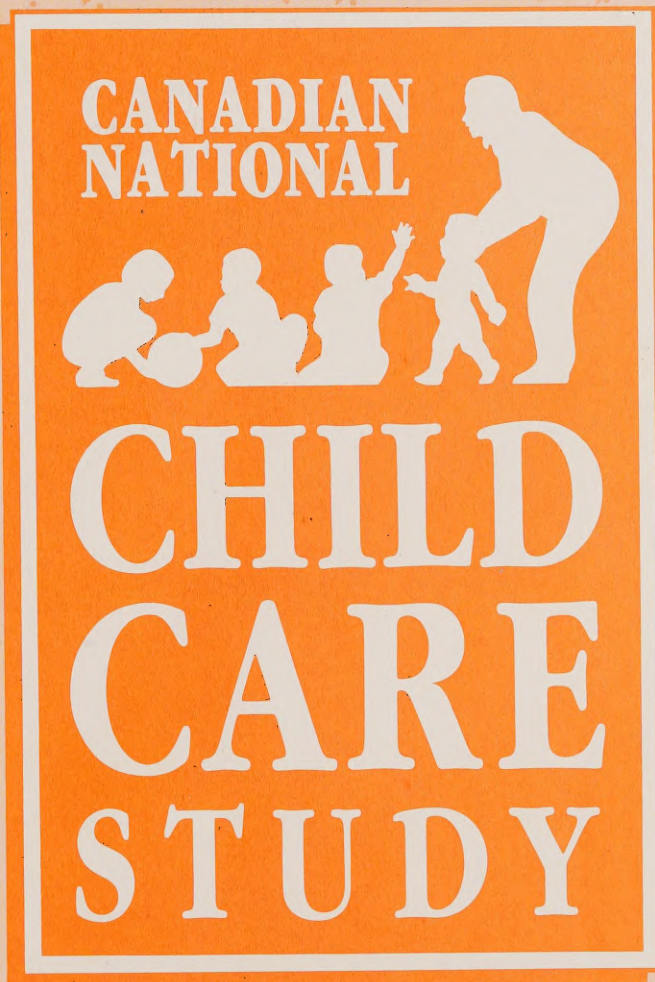
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Volume II

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

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This component of the Canadian National Child Care Study is a cooperative research project among members of the National Day Care Research Network, Statistics Canada, the Department of Health and Welfare Canada, and members of the twelve provincial and territorial report teams who participated in the development of *Canadian Child Care in Context: Perspectives from the Provinces and Territories*. Primary funding was provided by the Child Care Initiatives Fund, Department of Health and Welfare Canada; supplemental funds were provided by the Social Sciences and Humanities Research Council of Canada, and the Provinces of Ontario and New Brunswick.

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ACKNOWLEDGEMENTS AND DEDICATION

Ovide Mercredi, Grand Chief of the Assembly of First Nations, spoke eloquently to the relationship between the health of children and the health of a nation:

When you heal a child, you heal a family;
When you heal a family, you heal a community;
When you heal a community, you heal a nation.

Vancouver, June 20, 1991

The same can be said for the loving care of a child. When you provide loving and supportive care to a child, you provide care and support to a family; when you provide care and support to a family, you provide care and support to a community; and when you provide care and support to a community, you provide care and support to a country.

It is to those countless caregivers across Canada who have provided loving, supportive care to the children of this country that these volumes are dedicated in the hopes that the enormity of their everyday gifts of love and care will become known and appreciated.



INTRODUCTION

The roots of child care in Canada are found in the provinces and territories. The unique histories, governmental priorities, socio-demographic characteristics, economies and other elements of the provincial/territorial “ecology” have shaped the form and structures of child day care somewhat differently in each jurisdiction. This series from the Canadian National Child Care Study (CNCCS), *Canadian Child Care in Context: Perspectives From the Provinces and Territories*, captures for the first time the ecological context from which child care in Canada has developed.

The words of these reports originate from the provinces and territories. Individuals, who are themselves a part of the child care field in their province or territory, describe not only the broader socio-historical, demographic and economic context of the province/territory, but also recount the history of the development of child care services within that context. Each Report is unique, as is each province and territory. The editorial team provided a framework for each of the chapters, and the members of the report team in each province and territory provided the substance to give the framework form. As much as possible the uniqueness of each province and territory has been preserved during the editing process.

The result is a series of reports whose essence is diversity, a characteristic that holds for child care in Canada as well. Some of the reports are long, some short; some histories focus on government actions, others on grassroots movements; some use one combination of tables and figures to describe the social, demographic and economic structure of their province/territory, while others select a different set. The reports, while accepting a common framework, reflect the uniqueness and individuality of their team members, authors, consultants and province/territory.

The origin of this provincial territorial report series is within the broader context of the Canadian National Child Care Study (CNCCS), whose principal focus was the National Child Care Survey. The need for a national survey of child care needs, usage patterns, and satisfaction issues was first identified at a meeting of child care researchers held in Vancouver in December of 1983. From those earliest meetings the desire for an ecological, or contextual, approach to the study was acknowledged. As the CNCCS Project slowly moved towards full funding during the years 1984-1988, the necessity for a provincial/territorial component to the Study became clearer. In the fall of 1988 the four principal investigators (Lero, Pence, Brockman and Goelman) agreed to mount a full provincial/territorial report series as part of the larger CNCCS. Alan Pence and the research team at the University of Victoria agreed to take the lead in its development.

The first step towards that end was the identification of a report development team in each province and territory. Insofar as the story of child care in any given jurisdiction is understood somewhat differently depending on what membership or position one holds, a decision was made to include on every team individuals representative of at least four perspectives: government, education/training, advocacy, and the developing profession of early childhood education and care. In a number of provinces/territories additional criteria including geographical and program-related considerations were added to the four core elements.

Over sixty individuals from across the twelve jurisdictions were contacted early in 1989 and asked to serve either as team members or consultants to the CNCCS provincial/territorial project. Each team quickly took on a form and life of its own. Some teams met regularly and divided the responsibility for the report among team members; others, in part due to great distances, depended on telephone contact. Some teams subcontracted writing responsibilities outside the team, while in other instances a couple of individuals carried most of the load throughout the period of the report's development. In all cases the team coordinators did an outstanding job in completing the task.

The results of those two years of effort represent a very significant "first" in Canadian child care -- the story of Canadian child care written from the perspective of the individual provinces and territories. Each provincial report is made up of six chapters, and each territorial report of five chapters:*

Chapter One:	A Socio-Geographic Overview of the Province/Territory
Chapter Two:	An Historical Overview of Child Care in the Province/Territory
Chapter Three:	An Overview of the Child Care Legislation in the Province/Territory
Chapter Four:*	National Survey Data for the Province*
Chapter Five:	A 1989-1990 Addendum for the Province/Territory
Chapter Six:	A Bibliography of Child Care Publications for that Specific Province/Territory

* (It was not possible to collect survey data in the territories, given Statistics Canada collection methodology. Therefore, territorial reports do not contain a Chapter Four).

The provincial/territorial series is designed to be read either in concert with other publications from the Canadian National Child Care Study, or as a stand-alone series. The other publications from the CNCCS focus on a broad range of child, family, caregiving and employment topics, providing primarily a national picture but including a range of provincial data as well. (For a list of CNCCS publications see the back cover page.) Data for the National Series is based on responses to the National Child Care Survey which was conducted in the fall of 1988.

The National Child Care Survey represents one of the largest social science research projects ever undertaken in Canada and possibly the largest child care study to date internationally. Over 24,000 Canadian families were surveyed; these families included over 42,000 children under the age of thirteen. Topics included in the survey ranged from child care utilization and satisfaction questions, to family's work-family tension and neighbourhood support systems. The typical interview took approximately 50 minutes to complete.

The size of the Project required a collaborative approach, and the Special Surveys Branch of Statistics Canada has been the principal investigators' close and capable collaborators throughout the long history of the CNCCS. The support and involvement of Statistics Canada extends into the present with their role as publisher and distributor of a full National Series of reports as well as the Provincial/Territorial Report Series -- another first for a very unique Project.

In summary, I would like to acknowledge and thank the many, many team members from every province and territory in Canada who have contributed to this unique undertaking. Through their contribution to this series, they have revealed the roots of our caring in order that we may more clearly understand the present and more capably plan for the future.

Alan R. Pence, Coordinating Editor





A NATIONAL PERSPECTIVE AND FOREWORD - CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

*by Howard Clifford,
National Day Care Advisor, Health and Welfare Canada*

I am pleased to have been invited to contribute a national perspective on child care in Canada. My comments will also serve as the foreword to a unique undertaking in our field -- the development of the first child care series to describe the historic evolution and the broader socio-demographic and regulatory contexts out of which child day care has emerged within each of the provinces and territories of Canada.

It is evident that the provincial/territorial teams organized by Alan Pence and the CNCCS research team at the University of Victoria, faced a time-consuming task in sifting through, pulling out, and fashioning together a coherent and meaningful synthesis from information garnered from a variety of sources. From this reader's perspective, that effort was well spent for these Reports will provide a baseline of information upon which the ongoing evolution of the field can be assessed. Evidence of the dynamic changes child care is currently undergoing in Canada is the fact that each province/territory has added an addendum to include developments since the fall and winter of 1988, the point which serves as the benchmark for the Reports and for the broader Canadian National Child Care Study.

A review of the Reports has triggered a number of thoughts. I am reminded of the pivotal roles that key individuals have played in influencing the development of the field and the need to recognize these contributions in order to forge a deeper identification with our history. I am also reminded of the rather complex interplay that takes place in a context where national actions influence child care developments within a program area of provincial jurisdiction. This mix, with its strengths and weaknesses, has resulted in a unique child care mosaic quite unlike that found in any other country. The following pages chart my reactions and thoughts, and by focusing more on national events, provides a thread that connects, in part, the unique and different experiences of each province and territory captured so well in their own Reports.

The Need for Remembering and Recognizing Our Leaders

In reviewing the Reports I especially value the information obtained through personal communication with those who were central to the evolution of day care in Canada. The need to continue the task of gathering information, which often exists outside of published and official documents and which adds to our understanding of the various pathways day care has taken, is great. Unfortunately, if these personal insights and perspectives are not captured, the information will be irretrievably lost to the field and to our history.

An example of a small incident which took place at the federal level illustrates the importance of unwritten information. The incident involved provincial colleagues speculating why the federal government's 1974 Likelihood of Need Guidelines included a requirement that federal cost-sharing not exceed the provincial average income. I knew that the draft guidelines did not have this requirement, however, the minister of the day being sensitive to the criticism that lower income families were paying through their taxes for services to better income families, added the net average income ceiling provision. Obviously the unwritten rationale for this decision, as well as for many like decisions, would provide valuable background to our histories. It is incidences such as this that are in danger of being obscured by the passing of time.

Fortunately, day care is a young profession and many of the key players who were privy to the various developments are still available. They not only represent a critical resource to enhance our historical understandings, but their stories also add a needed sense of continuity and identity to the field. Each profession is rooted in its own history and needs its own leadership legends that symbolize the field.

Within the field of child day care it has been my privilege to meet individuals such as Elsie Stapleford, Greta Brown, Gladys Maycock, and many others of similar stature who were pivotal to the early developments of the field. An experience that still evokes a sense of sadness occurred a few years after Elsie Stapleford retired from her leadership position in Ontario. I had referred to her contributions in a presentation made at a day care conference in Toronto. Following my talk I was chatting with a group of young early childhood graduates embarking on their day care careers and was astounded by their questions as to who was this Elsie Stapleford.

This incident along with the recognition that the field suffers from a high rate of staff turnover, increased my awareness of the need to develop a sense of continuity and historical perspective in the field. Each time we lose a Greta or a Gladys I feel a sense of guilt and remorse over not taking more time to gather their unpublished thoughts and experiences that would add immeasurably to an understanding of our heritage. Hopefully the next few years will witness a determined effort to obtain this type of information, which is at present largely outside of the public domain. Indeed, the development of the Provincial/Territorial Series encouraged several of the provinces to seek and receive additional funding to further develop their own histories.

Ensuring that we capture the experiences of leaders in our field is one way we can develop a national sense of our history, its roots arising out of the various provinces. But in addition to this history for us all to share, are certain key events important across all or most of the provinces and territories, and those will be briefly noted below.

A Perspective on Several Key National Events in Canadian Day Care

Canadian Assistance Plan. Although there was a brief flurry of child care activity during the period of the Second World War (as noted in a number of the Provincial Reports), the first major piece of federal legislation to impact on all provinces and territories was the Canadian Assistance Plan (CAP). The establishment of CAP made possible the steady growth and evolution of day care. The leverage value of the cost-shared dollar should not be underestimated. I first became conscious of the CAP impact on program development during the late 1960s when I worked for the City of Edmonton. The typical annual scenario included direction to each departmental superintendent to cut his or her budget by a certain percentage. However, the superintendent of Social Services was in the enviable position of pointing out that the city would lose a hundred dollars of service for every budgetary reduction of twenty dollars due to the fact that the province paid 80% of the expenditures. Consequently Social Services inevitably came off better than the other departments not enjoying a cost-shared relationship.

In turn, day care advocates used this leverage argument with the province, arguing that for a 30% dollar they would obtain contributions from the municipality of 20% and 50% from the federal government.

Local Initiatives Program. The Local Initiatives Program (LIP) introduced by the federal government in the early 1970s also had a significant impact on day care. Although primarily a job creation program, a large number of day care centres got their start through this program. Examples of such program initiatives can be found in many of the Reports. Once the program ended, there was considerable pressure on the provinces to financially support these centres.

Royal Commission on the Status of Women. In 1972, following recommendations by the Royal Commission on the Status of Women that the federal government provide a professional leadership thrust to promote high quality day care across Canada, the federal government created a national day care consultant position and established the National Day Care Information Centre. Through this mechanism, the federal government was privy to many of the provincial/territorial program thrusts and obtained some measure of influence in program consultation with provincial/territorial colleagues.

National Conference on Day Care -- Winnipeg 1982. Unquestionably, this conference, funded by the federal government and co-sponsored by Health and Welfare Canada and the Canadian Council on Social Development, was the most talked about conference and generated the most excitement of any day care conference held in Canada to date. It spawned two national organizations which continue to influence the field. The first was the Canadian Day Care Advocacy Association and the second was the Canadian Child Day Care Federation. Although the voluntary sector has always been a prime mover of day care locally and provincially, these two organizations expanded this base to a national level.

Provincial Synergy Within a Federated System

Although federal programs helped to shape the form and direction of day care in Canada, especially in the expansion of non-profit programs, the face of day care in Canada has been markedly influenced by provincial jurisdictions. Critics are quick to point out that provincial jurisdiction has created a patchwork quilt of uneven distribution, disparate standards, and disjointed policies. On the other hand, the positive side of the jurisdictional reality is a degree of creative energy, experimentation, and innovation responsive to local conditions

that would not be possible in a national, monolithic system. However, it needs to be emphasized that day care in Canada cannot be solely explained by the provincial jurisdictional context. Canadian day care is the result of a peculiar hybrid -- neither completely federal nor completely provincial. The federal initiatives, especially the cost-sharing ones, frequently shape provincial choices, while provincial jurisdiction accounts for some of the remarkable differences between neighbouring provinces. Beyond the federal/provincial mix, is a strong element of synergism between provinces. A given provincial innovation is often borrowed by another. Numerous provinces spear-headed leadership thrusts at different times.

It should also be pointed out that the timing of provincial readiness to embark upon a day care program would sometimes coincide with specific philosophies in vogue at the time, thereby shaping program directions. For example, as the provincial history section of Saskatchewan report states, day care cooperatives were a natural extension of the co-op approach to other enterprises in Saskatchewan. However, this approach was given additional impetus by the fact that the day care philosophy of that period was emphasizing parental control and involvement. Thus Saskatchewan was in a position to initiate its program at a time when parent cooperatives would be considered *avant garde*.

This emphasis on parent control also influenced the newly elected N.D.P. government of British Columbia when they opted to model their program on a parent voucher system. British Columbia was the first to move from a needs tested subsidy to an income tested subsidy. This was felt to be less intrusive and more efficient to administer. Subsequently, every province, apart from Ontario, adopted this approach.

Manitoba pioneered the direct operating grant to support the formal day care sector and to augment parental subsidies. This thrust was eventually adopted in one form or another by most provincial/territorial jurisdictions. A cousin to the direct operating grant, again introduced by Manitoba, was the salary enhancement grant which has been the inspiration for similar approaches by other provinces/territories, including Ontario, Nova Scotia, and the Yukon.

It is noteworthy that at different times, almost all of the jurisdictions have had a leadership thrust that has influenced day care in the rest of the country. Each jurisdiction has seemed to follow a natural cycle of providing innovative leadership, reaching maturity, losing some of its vitality and then having some of the gains eroded as the social, economic, and political climate changed. Inevitably, some other region of the country would ascend to the forefront and their innovations would in turn influence neighbouring provinces or the country as a whole. The exciting part of the diverse but creative mix that we call Canadian child care usually provides some ground for optimism to those who value day care. While it may be true that at any one time day care may seem dormant in one part of the country or even in full retreat, in another jurisdiction it is emerging to a new sense of vitality and innovation.

The pluralism that exists in the Canadian context, well represented in these Provincial/Territorial Reports, and the diversity of approaches that have been taken represent a gold-mine for researchers and for policy makers. The wealth of information to be gleaned from these diverse approaches is mostly waiting to be extracted. Even a short list of differences in jurisdictional approaches to day care conjures up innumerable opportunities for evaluation of issues that have been the subject of ongoing controversy. For example a number of studies, including the United States' National Staffing Study, suggests that non-profit auspices is the single most important variable associated with higher quality of care. Critics

of these findings claim that quality differences can be reduced or eliminated through higher licensing standards and through equal funding patterns.

Having twelve licensing jurisdictions provides significant research opportunities to examine the impact of standards on quality. The opportunity to determine to what extent each sector may have been involved in maintaining the status quo, or conversely, involved in the improvement of licensing standards, is available in Canada.

Likewise there exists an unexcelled opportunity to study the question of whether auspices is associated with the quality of care offered when equal funding is available. No jurisdiction in North America has been as generous as Alberta in providing direct operating grants and parental subsidy equally to both the for-profit and non-profit sectors. If research, taking the above factors into consideration, affirm the advantage to the non-profit sector, then the impact of the Welfare Service's provisions of the Canada Assistance Plan on the quality of care has indeed been significant.

Different models of service delivery is another area of ongoing interest to policy people. Some provinces have opted for a centralized approach while others have regionalized their administration. Some have vacillated back and forth. Others have delegated delivery of service to the municipalities. The opportunity therefore presents itself to examine the effects on programs by the various administrative approaches.

The type of financial control mechanisms chosen by a province impacts differentially upon day care programs. Some jurisdictions control expenditures by limiting the number of subsidized spaces through contract agreement with individual centres. Other mechanisms have included the establishment of maximum subsidy per diems, freezing of grants to existing services, and placing a temporary ban on the issuing of new licences. An analysis of the impact on the service and upon the consumer by these various approaches would be most helpful.

Jurisdictions across the country are at different stages in addressing the common concerns. Some are experimenting with different training models including certification and competency models. Other jurisdictions, such as Quebec, have placed school-age day care within the school system. Ontario more than most provinces, is beginning to experience the impact of full-time kindergarten and junior kindergarten on the demand for day care. Evaluation of these different approaches and experiences would be extremely useful to other jurisdictions who are or will be addressing these issues.

Certainly our histories and programs are as rich as they are divergent, and the rewards of gathering and evaluating our histories are many. *Canadian Child Care in Context: Perspectives From the Provinces and Territories* represents a much-needed start on a fuller understanding of child care in Canada and hopefully will stimulate ongoing work. The need is pressing.

CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

QUEBEC REPORT

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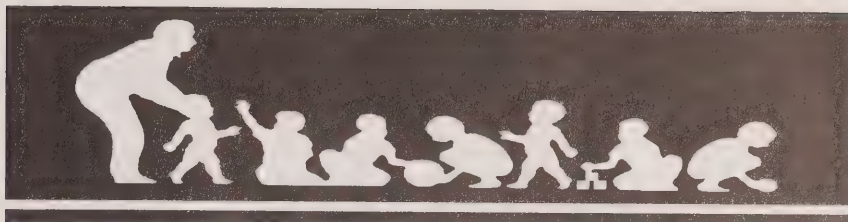


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Chapter 1

A SOCIO-GEOGRAPHIC DESCRIPTION OF QUEBEC

Quebec is the largest of the Canadian provinces. It stretches from the Strait of Hudson in the north to the American border in the south (Maine, New Hampshire, Vermont, and New York) and from the Ontario border in the west to Labrador and New Brunswick in the east. It has an area of 1,540,680 km², or 15.5% of Canada's land mass (*The Canadian Encyclopedia*, 1988). Quebec's population is of relatively low density, the 1986 census showed that it has 6,540,276 inhabitants or 4.8 persons per km² (Statistics Canada, 1989, November). The population is, however, unevenly distributed; the Saint Lawrence Valley contains 90% of Quebec's population. This high concentration is largely the result, on the one hand, of the inhospitable climate in the northern part of the province and on the other hand, of Quebec's economic development, long related to the advantages conferred by the Saint Lawrence River (*The Canadian Encyclopedia*, 1988; *The World Book Encyclopedia*, 1989).

In 1986 nearly 80% of the population of Quebec lived in urban areas. Ontario is the only Canadian province with a greater degree of urbanization (82%). There are 20 cities with over 50,000 inhabitants, Half of these cities are located on or around the Island of Montreal (see Table 1.1). Moreover, the Montreal area accounts for 57% of the entire population of the province. Next in importance are the Quebec (16%) and Trois-Rivières (6.8%) regions.

Although Quebec differs from most of the other Canadian provinces because of its large population and area, it is the language and cultural heritage of the population that make it so distinct. Quebec includes "over 90% of all Canadians of French origin. It is the only predominantly French-speaking territory in North America" (excluding St. Pierre and Miquelon) (*The Canadian Encyclopedia*, 1988, p. 1793). Furthermore, Quebec also represents one of the largest French-speaking communities outside of France. In 1986, 81.9% of Quebecers reported that French was their mother language.

When Bill 101 became law in 1977, French became the only official language in Quebec. However, the English-speaking inhabitants of the province retain their own school system (including three universities), radio and television stations, hospitals, and numerous cultural institutions (*The Canadian Encyclopedia*, 1988).

Table 1.1 Quebec Municipalities (By Administrative Area) With 50,000 Inhabitants Or More, 1986

Montreal		Quebec	
Montreal	1,015,420	Quebec	164,580
Laval	284,164	Sainte-Foy	69,615
Longueuil	125,441	Charlesbourg	68,996
Montreal-North	90,303	Beauport	62,869
Saint-Léonard	75,947		
Lasalle	75,621	Outaouais	
Saint-Laurent	67,002	Gatineau	74,438
Saint-Hubert	66,218	Hull	58,722
Verdun	60,246		
Brossard	57,441	Estrie	
		Sherbrooke	74,438
Saguenay			
Chicoutimi	61,083	Trois-Rivières	
Jonquière	58,467	Trois-Rivières	50,122

Source: Statistics Canada. (1986). *Census of Canada*.

Quebec is also notable for some of its social institutions. In the early 1960s, a series of economic, political, and social measures were undertaken in order to boost Quebec's economy by means of increased government intervention in certain sectors of activity. This movement, known as the "Quiet Revolution," resulted in the increased participation by francophones in the Quebec economy and the affirmation of Quebec's special situation within Canada. The Quiet Revolution also led to the implementation of a system of social benefits that is among the best in the country. A brief overview of Quebec's economic growth will provide a better understanding of the role played by the Quiet Revolution in the emancipation of Quebec's economy.

The Economy of Quebec

Quebec owes its initial development to the numerous advantages which the Saint Lawrence River offered, first to France and then to England. Under French rule (1534-1760), fishing and fur-trading were common activities. Toward the end of this period the colony even began to export some surplus agricultural products. Later, under the English administration (1760-1867), agriculture assumed a more important role. However, the logging industry became the heart of the economy when the economic blockade imposed by Napoleon in 1806 forced England to get its shipbuilding supplies from its colonies.

The first half of the 19th century marked the beginning of industrialization in Quebec. In 1860 the main industrial sectors were textiles, shoes, railroads, clothing, and wood products. Shipbuilding, which employed about half of Quebec's manpower in 1850, gradually diminished in importance. In 1867 Quebec was one of the four founding provinces of the Canadian Confederation. Protectionist policies established by the federal government to control imports of American manufactured products provided the impetus for further industrial development, despite the economic crises that characterized the last three decades of the 19th century.

By the beginning of the 20th century, Quebec was exporting raw materials. As the century progressed, three main industrial sectors emerged: pulp and paper, mines, and hydro-electric power. Heavy industry developed to the advantage of Ontario, which was better located to meet the American demand; the heart of the United States' economy was moving from the east coast to the north-central states, near the Great Lakes region. However, because Quebec still had a large rural population, several labour-intensive industries found a large reserve of cheap labour in the province, and textile and garment industries were established in many areas. From 1920 to 1940 industrialization continued to make progress. Agriculture, which accounted for 37% of Quebec's production in 1920, dropped to only 10% in 1940. The manufacturing sector grew from 38% to 64% over the same period.

This long process of industrialization required considerable investment. Until the beginning of the 20th century, capital was essentially of British origin, but later on Americans invested considerable sums in Quebec. Due to the prominence of foreign investment in the Quebec economy, there were few Francophones in the financial world. In fact, the government seemed to be the only economic lever controlled by a French-speaking majority. The Quebec government began to intervene massively in Quebec's economy only in 1960. At that time, several companies were created, including Soquem (Société d'exploration minière), Sidbec (Sidérurgie du Québec), the Société générale de financement, the Caisse de Dépôt et placement, and with the nationalization of electric power, Hydro-Québec. Francophones owe their improved position in the financial world today to these early measures implemented by the government.

The last 30 years have been characterized by development in the service sector, which employed 67% of Quebec's manpower in 1986 (accounting for 65% of the GDP, see Table 1.2) compared to only 5% for the primary and 28% for the tertiary sectors. Again in 1986 the Quebec manufacturing sector accounted for 30% of all Canadian factories, and its production represented 24% of the total value of products manufactured in Canada (compared to 53% for Ontario). Seventy percent of all Quebec's factories are located in the Montreal area. Five types of industries account for 50% of all jobs in the manufacturing sector: textiles and clothing; food and beverages; paper and related products; metal products; and wood products (*The Canadian Encyclopedia*, 1988). Women represent 31% of the manufacturing work force.

Quebec is among the world's ten largest pulp and paper manufacturers, accounting for 35% of Canada's production of these products. It is also the country's largest producer of electricity. Part of this production is exported to Ontario, New Brunswick, and the northern United States. Today, the service sector is the predominant force in the economy, with Montreal benefitting most from this situation. Substantial amounts have been invested in research and development, with the greatest amount of backing going to the aeronautics, telecommunications, energy, and transportation sectors (*The Canadian Encyclopedia*, 1988).

Table 1.2 **Gross Domestic Production at Factor Cost, By Economic Activity, Quebec, 1986**

Sectors of activity	(\$ millions)
Agriculture	2,088
Forests	643
Fishing	41
Mines	974
Manufacturing	22,858
Construction	6,915
Electricity, gas, water	4,649
Total (Goods)	36,169
Transportation	7,066
Trade: retail and wholesale	12,890
Finance	16,083
Services	23,967
Public administration and defence	6,620
Total (Services)	66,627
Total (Goods and Services)	102,796

Source: *The Canadian Encyclopedia*. (1988). Quebec. p.1797.

Quebec seems to have a promising economic future. It can count on an abundance of natural resources, qualified manpower, and increasingly dynamic entrepreneurs. However, it must solve the problems caused by its ever-present regional disparities, which have led to economic stagnation in certain areas and could bring about a slow population drain from these regions.

Population Characteristics

General Population Statistics

1. Population structure

Quebec's population grew from 4,506,000 in 1951 to 6,504,276 in 1986, an increase of over 60% over a period of 35 years. However, Table 1.3 shows that the average annual rate of increase declined steadily during this period.

Table 1.3 **Average Annual Increase in the Population of Quebec, 1951 to 1986.**

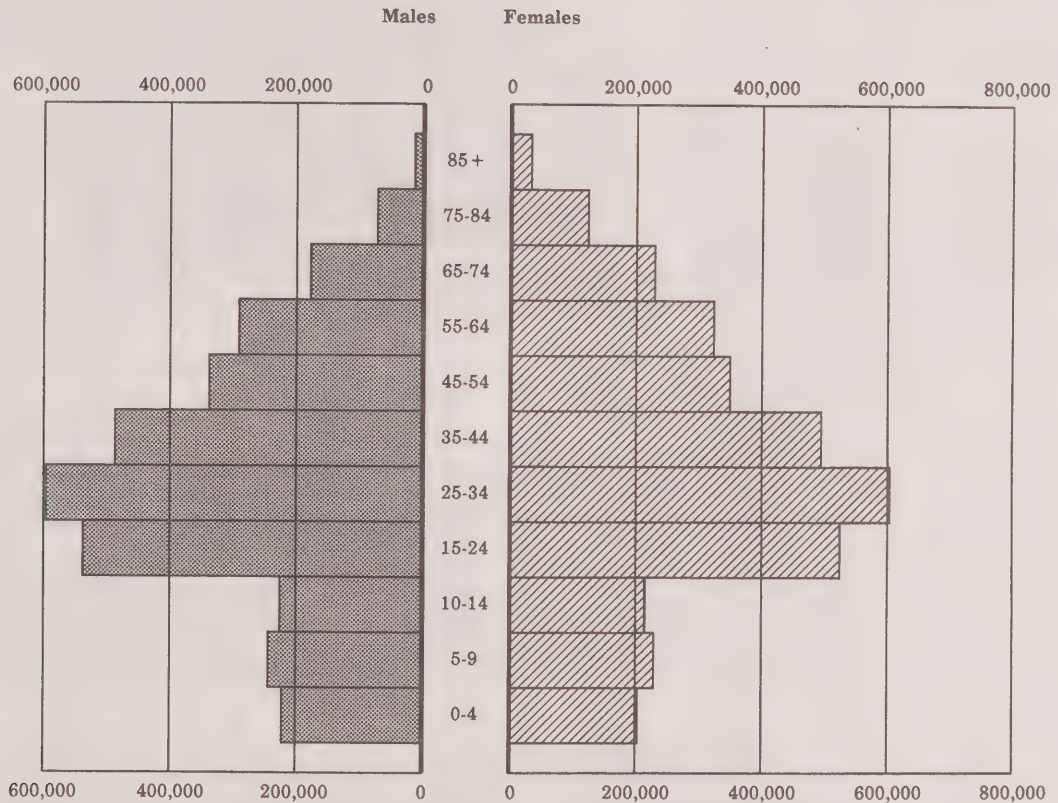
Period	Population at the beginning of the period	Average annual rate of increase (per 1,000)
1951-1956	4,055,631	26.4
1956-1961	4,628,378	25.5
1961-1966	5,259,211	18.9
1966-1971	5,780,845	8.4
1971-1976	6,027,765	6.7
1976-1981	6,234,445	6.4
1981-1986	6,438,400	3.1
1986-	6,540,276	N/A

Source: *Statistics Canada*. (1951-1986). *Census of Canada*.

Recently, as in all industrialized countries, Quebec's demographic evolution has resulted in a marked change in the age structure of the population. This new demographic picture translates into an ageing population (a decrease at the base of the pyramid and an increase at the top). Thus the relative number of young people in the population of the province has decreased considerably over the past few years. Figure 1.1 shows the age distribution of Quebec's population as determined by the 1986 Census.

Figure 1.1

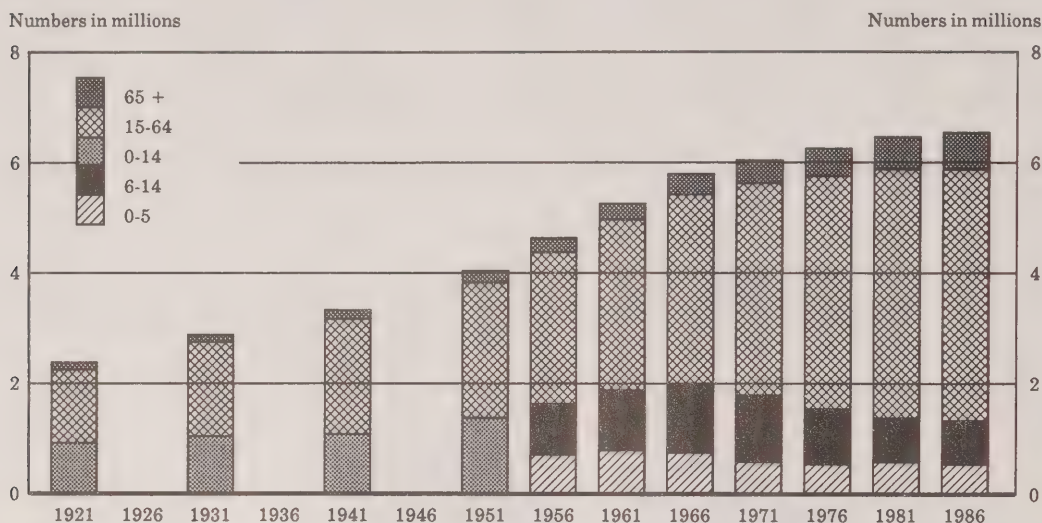
Age Pyramid of the Population of Quebec, 1986



Source: Statistics Canada, (1987). *The Nation: Age, Sex and Marital Status*.
(Cat. No. 93-101, Table 1).

Figure 1.2 illustrates Quebec's demographic evolution between 1921 and 1986. During this period, population growth remained strong until the beginning of the 1960s, after which the rate of growth began to decline steadily toward zero.

Figure 1.2 **Distribution of the Population of Quebec, by Certain Age Groups, 1921-1986**



Sources: Statistics Canada. (1921-1986). *Census of Canada*.

Figure 1.2 shows changes in the sizes of the large age groups. Two trends are interesting: first, the growth in the number of persons aged 65 and over. Between 1921 and 1966 the relative proportion of this group grew from 4.5% to 6.1%. Twenty years later, this group represented 10% of Quebec's total population. The second trend is a decline in the proportion of persons aged 14 and under. This group, which represented about a third of Quebec's population between 1921 and 1966, was down to only 20% in 1986. Today, this group is only slightly larger than in 1951. These trends were accompanied by an increase in the group of those aged 15-64, which has grown from 60.3% to 69.5% over the past 20 years.

2. Birth and mortality rates

The recent change in the age structure of Quebec's population is obviously related to the change in the birth rate over the past few decades. For each of the five-year age groups between the ages of 15 and 49, the birth rates have been on a downward trend since 1961 (Table 1.4). This trend resulted in a significant drop in the total fertility rate, which plummeted from 3.99 children in 1956 to 1.40 children in 1986 (a rate that seems to have remained stable in recent years).

Table 1.4 Evolution of Birth Rates (Per Thousand) by Age Group and Total Fertility Rate, 1951-1988

Age group	1951	1956	1961	1966	1971	1976	1981	1986	1987	1988
15-19	29.8	33.1	32.1	26.1	21.0	21.1	15.1	14.8	15.3	16.0
20-24	179.4	197.8	202.6	154.2	113.0	102.0	88.3	70.5	67.7	72.3
25-29	221.5	232.5	221.1	165.5	134.8	139.3	131.7	113.7	108.9	112.8
30-34	173.6	172.2	159.0	108.4	79.6	61.1	68.1	60.4	58.9	62.3
35-39	115.5	115.1	98.2	64.0	36.8	22.6	18.1	17.1	16.6	18.1
40-44	45.0	42.6	38.0	22.8	11.1	4.5	2.8	2.4	2.5	2.9
45-49	4.8	4.3	3.8	2.5	0.8	0.3	0.2	0.1	0.1	0.2
Total Fertility Rate	3.85	3.99	3.77	2.72	1.99	1.80	1.62	1.40	1.35	1.41

Source: Bureau de la statistique du Québec. (1989). *La situation démographique au Québec. Édition 1989.*

Although this drop in the birth rate extends to the whole province, there are some variations at the regional level (see Table 1.5). Only the region known as Nouveau Québec shows a total fertility rate that is sufficiently high to ensure the renewal of future generations (over 2.1). The situation is far different on the Island of Montreal, where the birth rate was 1.31 in 1986. However, it cannot be concluded that this decrease is more noticeable in regions with large urban centres. The Gaspé and the North Shore have a rate that is barely higher than the Island of Montreal's (the drop in the birth rate in these two regions is all the more spectacular because, in the past, they had particularly high birth rates).

Table 1.5 Evolution in Total Fertility Rate, Quebec Administrative Areas, 1961-1986

Administrative areas	1961	1966	1971	1976	1981	1986
Bas-Saint-Laurent/Gaspésie	5.26	3.36	2.33	1.99	1.76	1.38
Saguenay/Lac Saint-Jean	4.69	3.07	2.17	2.33	2.04	1.55
Québec	3.99	2.68	2.08	1.83	1.64	1.39
Trois-Rivières	3.69	2.59	1.89	1.90	1.77	1.47
Estrie	3.94	3.00	2.17	1.97	1.79	1.51
Montreal	3.35	2.56	1.87	1.68	1.52	1.40
Nord de Montréal	3.95	2.70	2.01	1.95	1.77	1.55
Laval	3.90	2.54	1.77	1.63	1.53	1.40
Île de Montréal	3.10	2.60	1.78	1.52	1.34	1.31
Sud de Montréal	3.92	2.85	2.03	1.91	1.70	1.52
Outaouais	4.76	3.32	2.32	1.86	1.59	1.53
Abitibi-Témiscamingue	5.91	3.55	2.47	2.15	2.01	1.68
Côte-Nord	5.71	3.91	2.54	2.28	1.81	1.44
Nouveau-Québec	7.76	6.56	6.10	4.30	2.70	2.89

Source: Bureau de la statistique du Québec. (1988). *La situation démographique au Québec. Édition 1988.*

Another important change has accompanied the drop in the birth rate. Since the early 1960s, there has been a spectacular rise in the number of children born out of wedlock. Whereas in 1960 these children accounted for only 3.6% of all births, in 1976 the proportion was 9.8%. In 1988, one out of every three children was born out of wedlock (33% of all births).

Like the birth rate, the mortality rate has changed considerably. Infant mortality, which was 112.9 per 1,000 live births in 1931, was only 7.1 per 1,000 live births in 1986 (Table 1.6).

Table 1.6 **Rate of Infant Mortality, Quebec, 1931-1986 (Per 1,000 Live Births)**

Year	Rate
1931	112.9
1942	75.9
1951	48.1
1961	31.5
1966	25.3
1971	17.3
1976	11.5
1981	8.3
1986	7.1

Source: *Bureau de la statistique du Québec. (1989). La Situation démographique au Québec. Edition 1989.*

The improvement in the rate of infant mortality as well as the higher rate of survival to old age have led to substantial gains in life expectancy (Table 1.7). Although these gains have affected both women and men, the gap between the two sexes has increased considerably since 1931.

Changes in the crude mortality rate, show a slight rise in recent years (Figure 1.3). This phenomenon can be explained by recent changes in the age structure of Quebec's population. The higher the number of elderly persons in relation to the total population, the greater the proportion of deaths in any one year. Thus, this rise in the crude mortality rate does not result from a deterioration in living conditions.

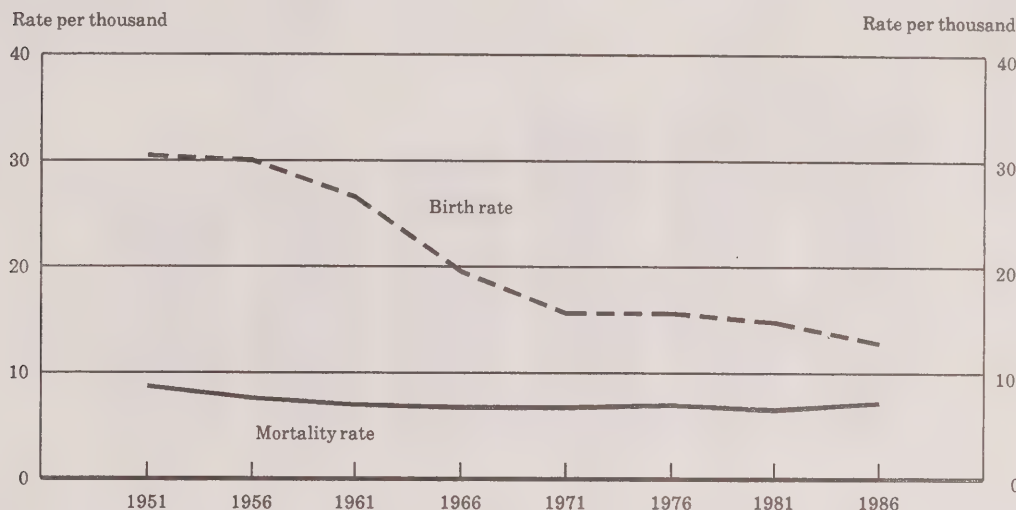
Table 1.7 **Life Expectancy at Birth, Quebec, 1931-1986**

Year	Men	Women
1931	56.2	57.8
1941	60.2	63.1
1951	64.4	68.6
1956	66.1	71.0
1961	67.3	72.8
1966	67.9	73.9
1971	68.3	75.2
1976	69.1	76.5
1981	70.7	78.5
1986	72.1	79.5

Sources: *Statistics Canada. (1931-1981). Life Tables, Canada and the Provinces. (Cat. No. 84-527, 84-532).*

Bureau de la statistique du Québec. (1989). La situation démographique au Québec. Edition 1989.

Figure 1.3 Changes in the Birth and Mortality Rates (Per Thousand), Quebec, 1951-1986



Source: Bureau de la statistique du Québec. (1988). *La situation démographique au Québec. Édition 1988*.

Figure 1.3 illustrates the natural increase in Quebec's population from 1951 to 1986. Although relatively stable, this increase has remained at a rather low level since 1986.

3. Migration and ethnic groups

Quebec's annual migratory balance has been negative for a long time. On the one hand, international migration shows a positive balance; on the other hand, interprovincial migration shows a highly negative result. This trend seems, however, to be diminishing as international immigration makes up for the losses incurred on the interprovincial side. It is difficult to try to identify specific migration trends because of extreme fluctuations from one year to another (see Table 1.8).

In recent years there has been a significant change in the countries of origin of immigrants. Traditionally international immigrants came primarily from Europe. Since the mid-1970s, however, an increasing number of immigrants have come from Asia, the Caribbean, and Central and South America.

Table 1.8 **International and Interprovincial Migration, by Five-Year Periods, Quebec, 1961-1986**

Years	Net international migration	Net interprovincial migration
1961-1966	-1,970	-19,860
1966-1971	22,671	-122,735
1971-1976	45,385	-77,610
1976-1981	56,387	-156,496
1981-1986	50,436	-81,254

Source: Bureau de la Statistique du Québec. (1988). *La Situation démographique au Québec. Edition 1988.*

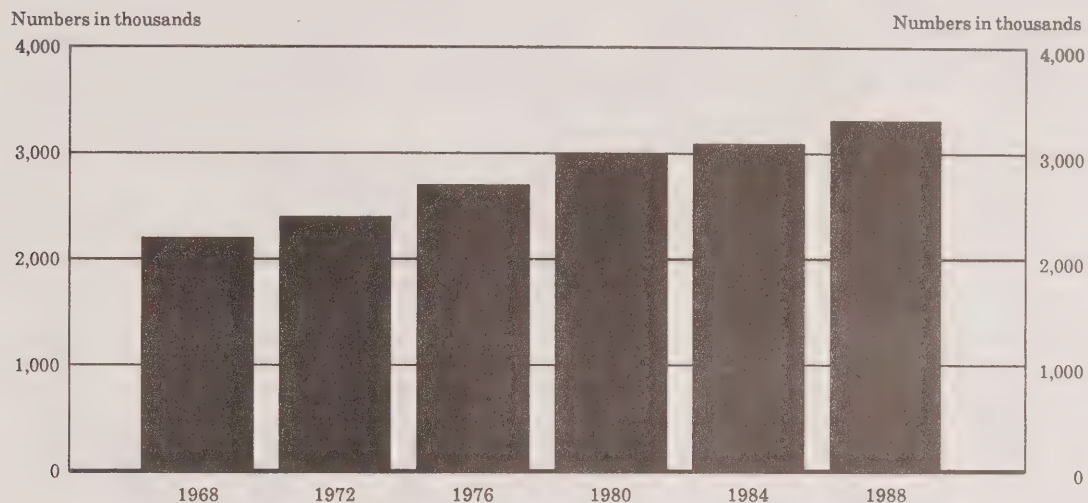
Some experts have suggested that in-migration will negate the impact of the dropping birth rate. However, as mentioned earlier in this chapter, population statistics over the past few decades fail to support this hypothesis.

Characteristics of the Labour Force

1. Evolution of the labour force

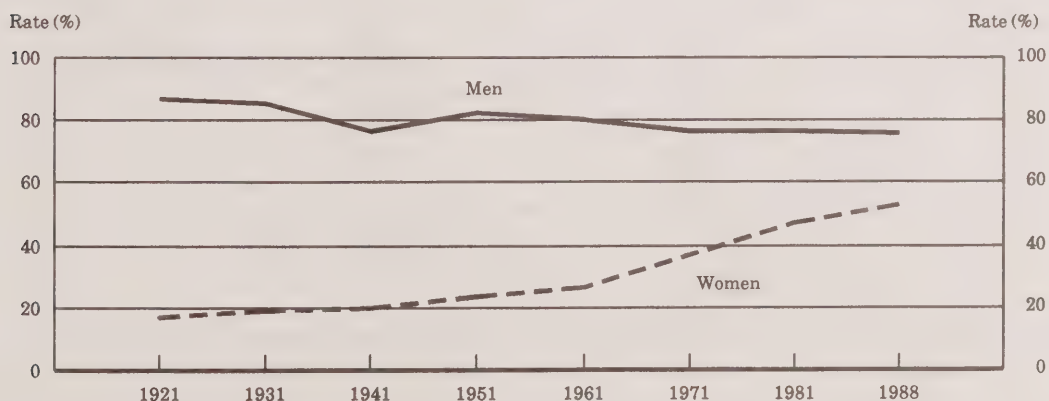
Several changes have characterized the evolution of the Quebec labour force over the past 20 years in relation to the numbers involved and the makeup of that labour force. Figure 1.4 provides an overall illustration of the progression in the figures between 1968 and 1988. First there was a considerable increase in the number of workers, despite a slight drop in the employment rate for men (Figure 1.5). The figures climbed from 2,205,000 in 1968 to 3,311,000 in 1988 (annual average, not seasonally adjusted); however, when we take into account the post-war "baby boom," this situation is not at all surprising. The increase in the labour force coincided with the massive arrival of these generations on the labour market. The strong growth in the employment rate for women, from 34.2% in the 1960s to 53.1% by 1988, was also a contributing factor. However, these figures conceal wide variations depending upon the woman's age and the number of children. Figure 1.6 illustrates rather clearly the negative relationship between employment rate and the number of children. This decrease is even more noticeable when the mother is young and the head of a single-parent family. There is, however, a convergence of the women's employment rate depending upon the age of the youngest child (Figure 1.7).

Figure 1.4 Changes in the Labour Force, Quebec, 1968-1988



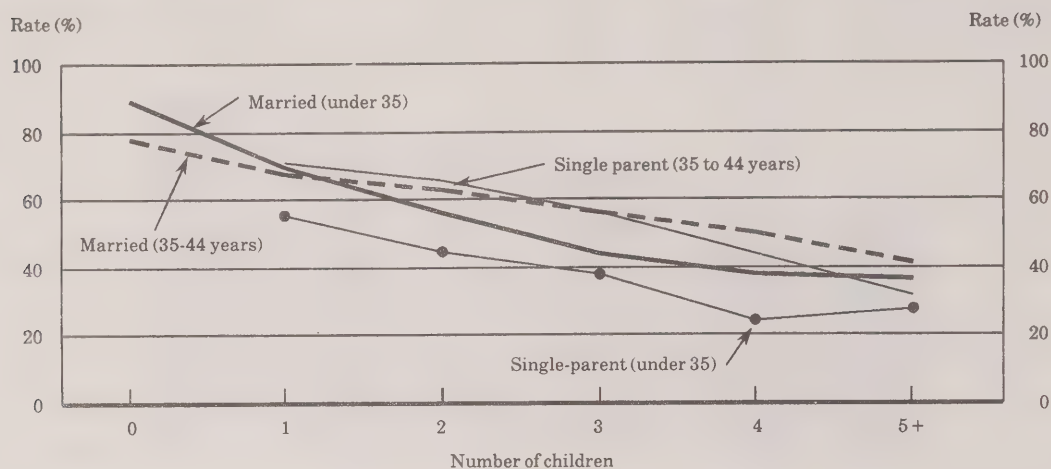
Source: Statistics Canada. (1988). *Historical Labour Force Statistics, Actual Data, Seasonal Factors, Seasonally Adjusted Data*. (Cat. No. 71-201).

Figure 1.5 Changes in the Employment Rate by Sex (Percentage of the Population Aged 15 or Older), Quebec, 1921-1988



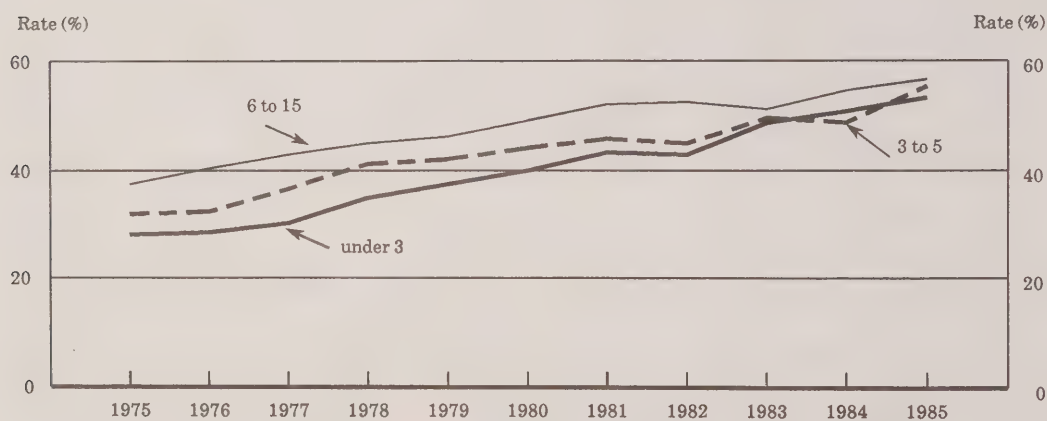
Source: Statistics Canada. (1986). *Census of Canada*.

Figure 1.6 Employment Rate of Women by Age, Type of Family, and Number of Children at Home, 1986



Source: Statistics Canada. (1986). *Census of Canada*.

Figure 1.7 Employment Rate of Women 15 Years and Older, by Age of the Youngest Child, Quebec, 1975-1985



Source: Statistics Canada. (1987). *Women in the Workplace: Selected Data*. (Cat. No. 71-534).

Although the increase in the number of workers is interesting, the composition of this labour force is particularly noteworthy. Whereas women represented only 31% of the work force in 1968, 20 years later this proportion had grown to nearly 43%. Furthermore, during this period the increase in the number of women in the work force represented 66% of the total increase in the number of workers. The ratio of men to women in the work force dropped from 2.2 to 1.3 in only 20 years. These figures suggest a progressive decrease in the greater representation of men in the work force in Quebec.

Figure 1.8 Changes in the Labour Force by Sex and by Whether Employed or Unemployed, Quebec, 1968-1988



Source: Statistics Canada. (1988). *Historical Labour Force Statistics, Actual Data, Seasonal Factors, Seasonally Adjusted Data*. (Cat. No. 71-201).

The right to maternity leave has undoubtedly contributed to women's improved situation in the labour market. At present this leave may not exceed 18 weeks unless the employer consents to a longer period, and the leave may not start before the beginning of the 16th week before the expected date of birth. To benefit from a maternity leave, the employee must have worked for the same employer for 20 weeks during the 12 months preceding the date when the maternity leave is to start. At the end of the maternity leave the employer must reinstate the employee in her regular job and provide the benefits she would have been entitled to if she had remained at work.

2. Employment characteristics

The trend in the labour market over the past 20 years has encouraged the participation of women in the labour force. But on what terms do they participate?

Figure 1.9 shows the number of employed persons by sex and nature of work (full-time or part-time). In 1988, 22% of all wage-earning women worked part-time, in comparison with 14% in 1976. In this regard, it is important to point out that part-time employment seems more common for women who have children at home. In 1985, 24.3% of women whose youngest children were under the age of 3, were working part-time. This percentage was 29.6% when the youngest child's age was between 3 and 5, and 27% when it was between 6 and 15 years of age.

Figure 1.9 Number of Employed Persons by Sex and Type of Work, Quebec, 1976-1988



Source: Statistics Canada. (1988). *Historical Labour Force Statistics, Actual Data, Seasonal Factors, Seasonally Adjusted Data*. (Cat. No. 71-201).

The proportion of men working part-time climbed from 3.3% in 1976 to 6.4% in 1988. At the same time, however, women showed real gains in terms of holding full-time jobs, while these gains were only minimal for men. When looking at total employment (both sexes combined), part-time work represented 14% of all employment in 1988, or twice as much as in 1976. Table 1.9 summarizes the changes in the employment rates between 1976 and 1988.

Table 1.9 **Employment Rate, by Sex and Type of Employment (Unemployed, Full-Time, Part-Time) Quebec, 1976 and 1988**

Type of employment	Males		Females	
	1976	1988	1976	1988
Full-time	88.7	84.7	77.3	69.6
Part-time	3.3	6.4	13.0	20.3
Unemployed	8.0	8.9	9.7	10.1
Total	100.0	100.0	100.0	100.0

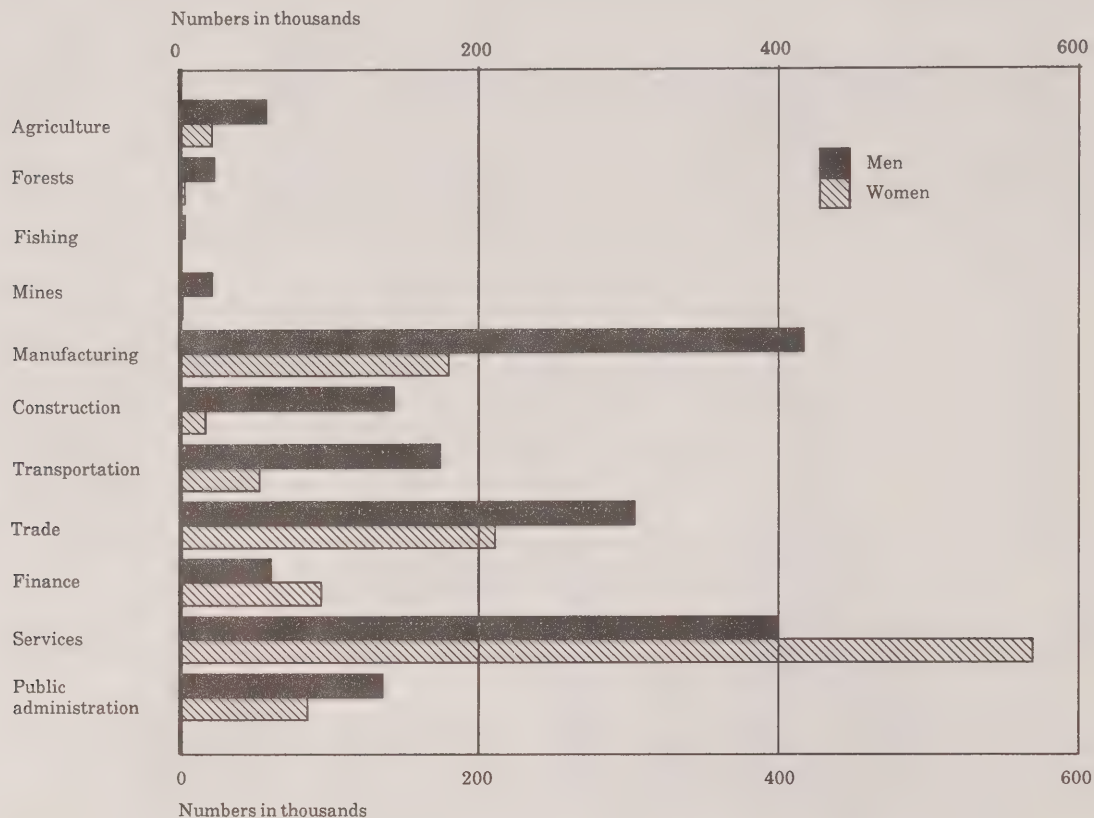
Source: Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

Although the employment rate for women has grown rapidly in recent years, the quality of the work available to them may still be an issue. According to some experts, part-time work should be in demand by female workers, and increased participation in this area should suggest an improving situation in the labour market. This theory does not hold up when it is compared to the data gathered through the 1986 Census Labour Force Survey (Statistics Canada). An examination of Table 1.10 leads to two observations: first, there was a decrease in the constraints imposed upon women by their personal and family obligations; and second, there were fewer employment offers than demands for work. In fact, there was clear an increase in the number of workers who accepted part-time work because full-time employment was unavailable. Although the inability to find full-time work seems more of a problem for men (63.5% compared with 40.3% for women), women are also affected by the imbalance between supply and demand and are more frequently hired on a part-time basis (in 1988, excluding students, there were 94,000 part-time women workers compared to 40,000 part-time male workers).

The employment market is much more accessible today than it was 20 years ago. However, this accessibility seems to have come at the price of job security. Unemployment and part-time work are increasing.

The way jobs are distributed in the various employment sectors has also changed significantly. In 1986 a considerable percentage of total employment was concentrated in only three sectors: services, trade and commerce, and manufacturing (Figure 1.10). The service sector alone employed 44% of the female work force. Added to women working in the trade and commerce sector, this figure is over 60%. The excessive concentration of women in these two sectors may explain the greater numbers of women in part-time work (even though many men worked in these sectors, they represented only 39% of the total male work force).

Figure 1.10 Labour Force in Various Sectors of Activity, by Sex, Quebec, 1986



Source: Statistics Canada, (1986). *Census of Canada*.

3. Income disparity

The high concentration of women working in sectors where the average wage is lower and where part-time work predominates results in an income disparity between men and women. Figures 1.11 and 1.12, which show the distribution of men and women by income earned in 1985 (men and women over the age of 15 who reported an income), give clear evidence of this disparity. Nearly one woman in four reported an income below \$5,000; however, the proportion was only 13.1% for men. Moreover, almost three out of every four women earned less than \$15,000, while only two out of five men were in the same situation. At the other end of the scale, only 6.2% of women reported incomes of over \$30,000 as compared to one out of every four men. The average income for men in 1985 was \$21,593, compared to \$11,992 for women.

Table 1.10

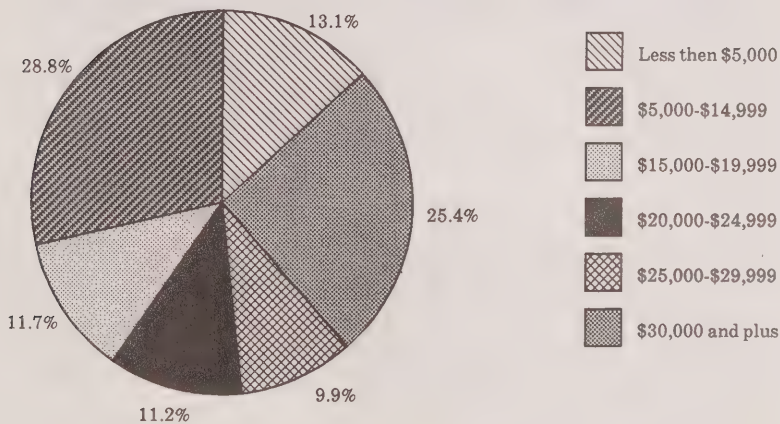
Distribution of Part-Time Workers (Excluding Students) by Reason Given, and by Sex for Quebec, 1976 and 1988 (Annual Averages)

Reason	Women (%)		Men (%)	
	1976	1988	1976	1988
Personal or family obligations	27.0	14.6	N/A	N/A
Could only find part-time work	21.0	40.3	40.0	63.5
Did not want to work full-time	48.0	42.5	40.0	28.6
Other reasons	4.0	2.1	20.0	7.9

Sources: Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).
Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).

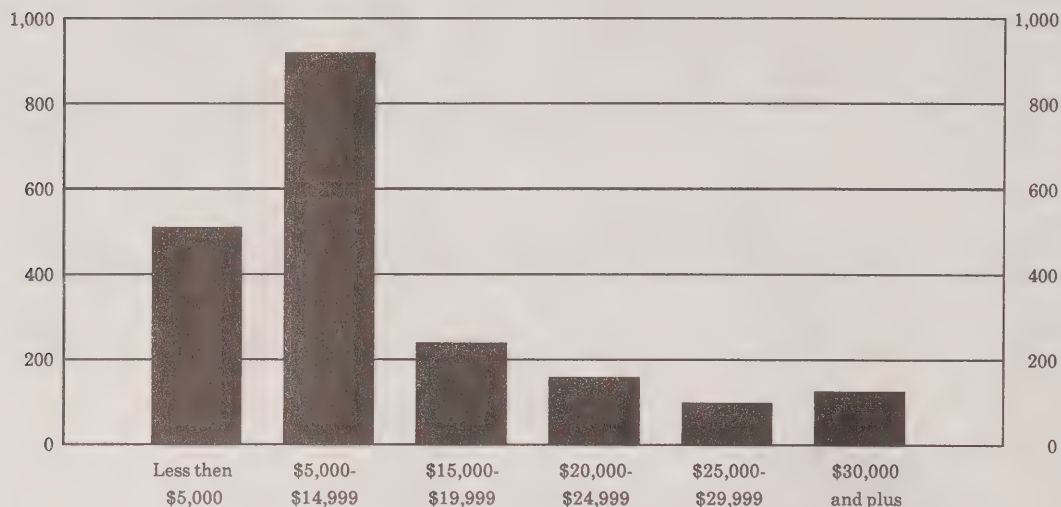
Figure 1.11

Distribution of Men Who Reported an Income, by Income Level, Quebec, 1985



Source: Statistics Canada. (1986). *Census of Canada*.

Figure 1.12 **Distribution of Income for Women 15 Years of Age and Older for Quebec, 1986**



Source: Statistics Canada. (1986). *Census of Canada*.

Although in terms of participation in the labour force the figures for women tend to approach the figures for men, the problem of income disparity between men and women is still far from solved. This disparity is explained partly by the large percentage of women working part-time and the concentration of female workers in the low-wage sectors. However, it is worth asking whether this situation is the result of collective choice by women or a consequence of the structure of the labour market itself.

Family Characteristics

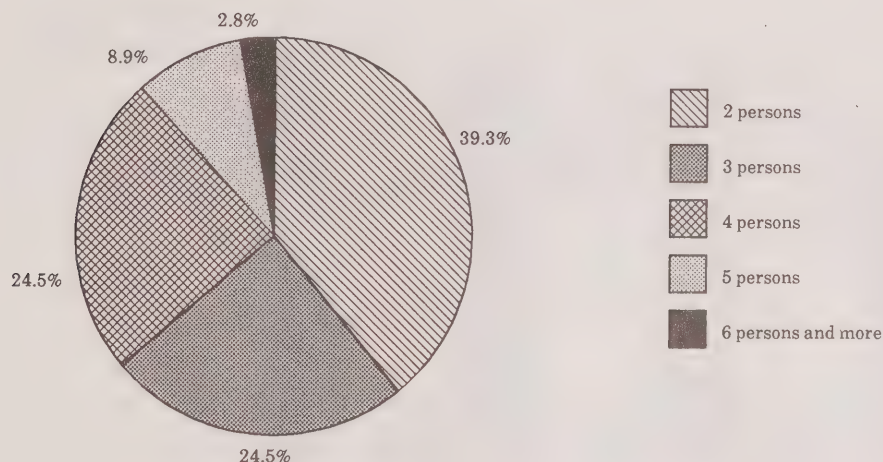
Among the important changes that have characterized Quebec society over the past 30 years, two are particularly relevant to the issue of child care: one is the drop in the birth rate, and the other is the increased participation of women in the labour market. Whether as a cause or a consequence of all this, the family as it existed around the middle of the century underwent enormous changes during this same period. These changes have affected family size, structure, and income.

Family Size and Structure

In 1951, the average Quebec family consisted of 4.2 members. Twenty years later the average was 3.9, and in 1986 it was only 3.1. Of 856,000 families in Quebec in 1951, about 35% had more than four members. In 1986 the percentage was only 12 (Figure 1.13). To a large extent this change in the size of families has taken place over the past two decades. In 1971, in fact, 30% of all families still had over four members, even though there was also a high concentration of families made up of only two members. By 1986 the percentage of two-member families had risen from 28% to 39%.

Figure 1.13

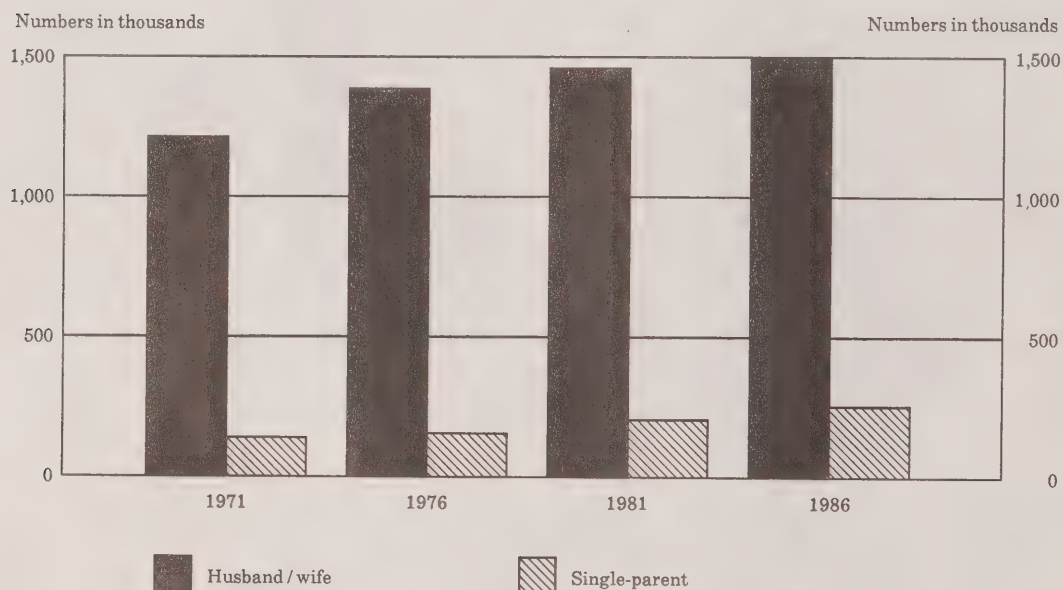
Distribution of Families by Number of Members, Quebec, 1986



Source: Statistics Canada. (1986). *Census of Canada*.

More than their size, the structure of families has changed. In 1986 there were 1,750,000 families in Quebec, of which nearly 15% consisted of single-parent families; in 1971, those families had accounted for only 10% of the total (Figure 1.14). The increase in the number of single-parent families over the past few years has been spectacular; however, this phenomenon has remained essentially an issue for women, since 85% of single-parent families have a woman as their head. As a result of this and other changes, the image of the Quebec family is rapidly being transformed.

Figure 1.14 Changes in the Number of Families by Family Structure, Quebec, 1971-1986



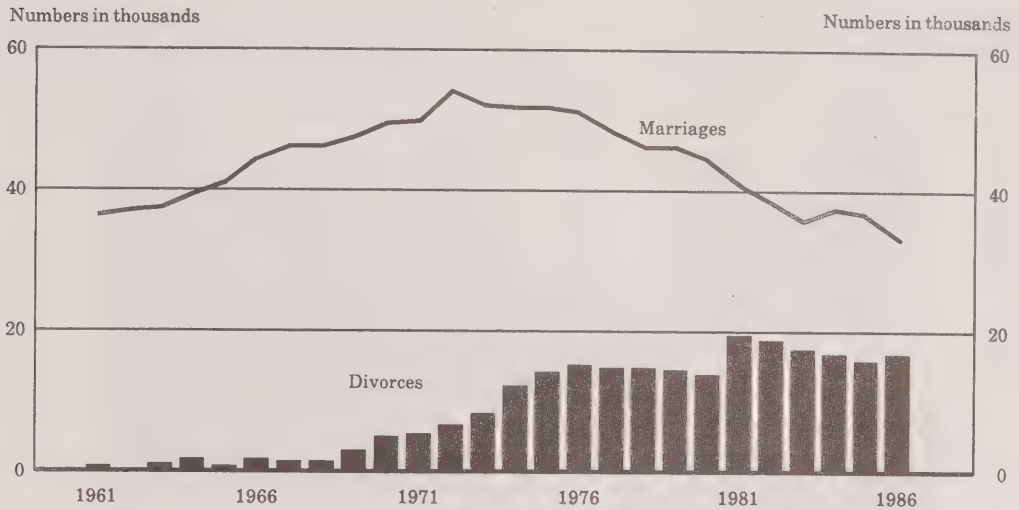
Source: Statistics Canada. (1971-1986). *Census of Canada*.

Marriage and Divorce

Marriage and divorce are two demographic events that seem to follow entirely opposite trends. The period from 1961 to 1986 witnessed extremely rapid growth in the number of divorces (the rate now seems to be stabilizing); between 1971 and 1986, there was an equally spectacular drop in the number of marriages (Figure 1.15).

Figure 1.15

Changes in the Number of Marriages and Divorces, Quebec, 1961-1986



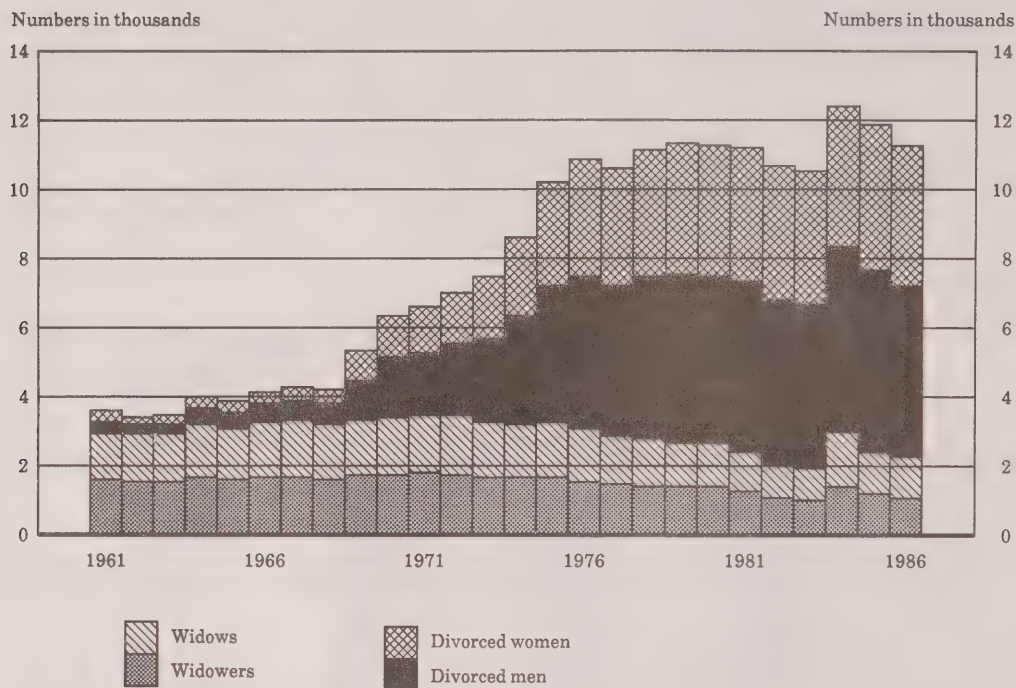
Source: Bureau de la statistique de Québec. (1988). *La situation démographique au Québec. Edition 1988.*

The decrease in the number of marriages translates into a drop in the total nuptiality rate single persons. A generation whose marriage rate by age for single persons was characterized by the 1986 figures would, at age 50, include 47% single males and 44% single females (these percentage are appreciably inflated because they include "single persons" who are living in common-law situations). In 1970, these proportions were only 8% for men and 12% for women.

Along with the decrease in the popularity of marriage, an increase in the number of divorces has been observed. As Figure 1.15 suggests the introduction of divorce legislation in 1968 had serious effects. Between 1970 and 1975 there was a period of "catching up," during which many couples took advantage of the chance to end their marriages legally. This phenomenon may explain the much slower growth in the number of divorces since the middle of the 1970s (between 1981 and 1985, the number actually decreased). However, the downward trend in the number of marriages, coupled with a rise in the number of divorces, had the following result: in 1968, there was one divorce for every 76 marriages, whereas in 1986, less than 20 years later, the ratio was one in two!

Although first marriages have decreased, the story is entirely different for remarriages (Figure 1.16). Obviously, the increased number of divorces is a major factor in this new trend. The number of remarriages has quadrupled over the past 25 years, but these figures can be explained on the basis of divorced persons who remarried. In 1961 only 16.9% of remarriages involved persons who were already divorced, whereas in 1986 the percentage was 79.9%. In 1986 remarriages accounted for over 40% of all marriages contracted during the year, whereas in 1961 the proportion was only 10%.

Figure 1.16 Remarriages by Marital Status and Sex, Quebec, 1961-1986



Source: Bureau de la statistique du Québec. (1988). *La situation démographique au Québec. Edition 1988.*

Family Incomes

The changes in family structure in recent years have resulted in a shift in income distribution. On the one hand, the enhanced participation of women in the work force has led to an increase in family income. On the other hand, the growth in the number of single-parent families, usually headed by women, has led to a drop in available income for many families. These two social trends have thus had opposite effects on family wealth. Obviously, these two factors are not the only ones that can affect the evolution of income distribution. However, there is no doubt that the transformation in family structure has had important consequences for family incomes.

First, between 1980 and 1985, the frequency of low-income family units (all economic families) rose from 15.8% to 17.7%. However, there were significant variations depending upon the type of family under consideration (Figure 1.17). In 1985, 13% of husband and wife families were considered to be low-income units. Although this proportion may seem relatively low, these families represented over 60% of the low-income units; the percentage is low only because of the large number of husband and wife units within the total number of family units.

Figure 1.17 Frequency of Low-Income Units (Economic Families and Single Persons), Quebec, 1980 and 1985

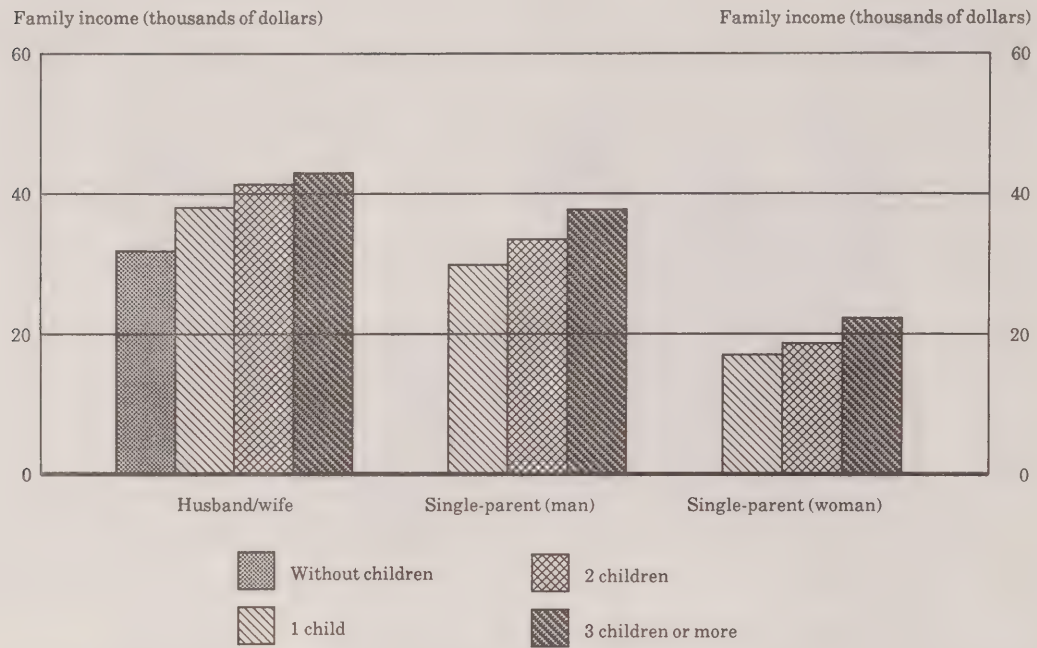


Source: Statistics Canada. (1981-1986). *Census of Canada*.

For single-parent families where the family head is a male, about 20% are considered to be low-income units, but the figure is 46% when the head is a female. In today's context, with the number of single-parent families increasing by 23.7% between 1981 and 1986, the situation is alarming. Among single persons without children, there is again a high percentage of low-income units. In 1986, the proportion was 41% for men and 50.7% for women (only women showed a decrease in the incidence of poverty between 1981 and 1986, down from 51.6% to 50.7%).

Figure 1.18 illustrates the problem faced by single mothers. For a female-headed single-parent family with three children, income (including transfer payments from government) is 60% less than the income for a husband and wife unit with only one child. For single-parent families with male heads (who have higher rates of employment and income, the situation is less problematic). In fact, the employment rate for female heads of single-parent families is only 46.7%, but it is 73.3% for men. As mentioned previously, family obligations and the apparent limitations of the labour market represent a constraint upon women's economic activity; at the same time, they contribute to the impoverishment of a group that is increasingly prominent in Quebec society.

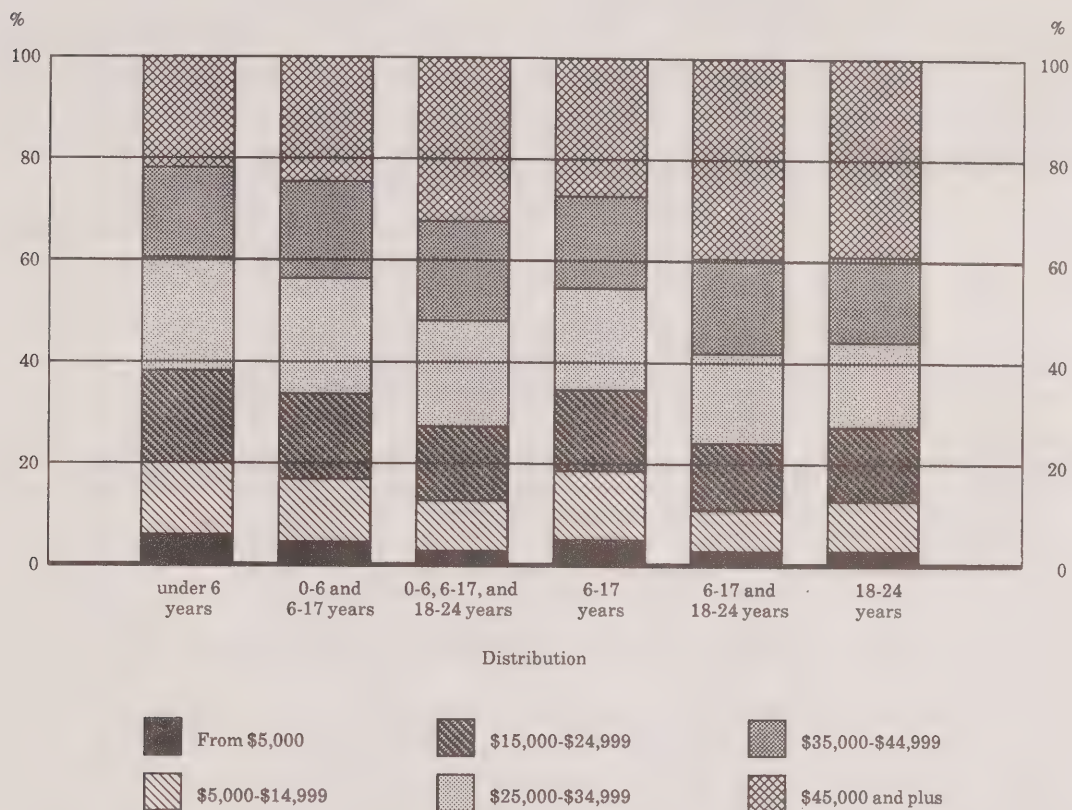
Figure 1.18 Family Income by Type of Family and Number of Children, Quebec, 1985



Source: Statistics Canada. (1986). *Census of Canada*.

There is, finally, a relationship between the age of the children in the home and family income. Figure 1.19 summarizes this relationship. At first glance it would seem that the age of young children is negatively correlated with income. However, an individual's income increases with age, bringing about an increase in family income at the same time. Since children grow up as their parents grow older, any relationship that might exist between these two variables remains ambiguous.

Figure 1.19 **Distribution of Families by Age of Children and Income, Quebec, 1985**



Source: Statistics Canada. (1986). *Census of Canada*.

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Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE IN QUEBEC: FROM CHILDREN'S SHELTERS TO DAY CARE CENTRES

Children's Shelters in the 19th Century

Contrary to popular belief, day care centres are not a new phenomenon in Quebec. In fact, evidence of the existence of children's shelters goes back to the first half of the 19th century; early facilities were set up in Montreal at a time when many farming families were moving into the city to find work.

In traditional rural areas, the problem of child care did not really exist because the mother was not the only person shouldered with this responsibility. In fact, at that time there was little separation between the various age groups, and children took part in adult activities early in life. There was a symbiotic relationship between family and work. Grandparents or unmarried uncles and aunts often lived under the same roof, thus forming an "extended" family. Child care duties were shared among the female members of the household in order to allow the mother to do her share of the farm chores (Fahmy-Eid & Dumont, Eds., 1983).

However, with the growth of industrialization and urbanization most people formed nuclear families (mother, father and children), and mothers were now left alone to look after their young children. In the 19th century, despite the decline in the birth rate, most married women still experienced several pregnancies, and they could not always count on relatives or neighbours for help. Wealthy families could hire one or more servants, but the situation was different for working-class families, who could not afford such a luxury. Indeed, they often counted upon the additional earnings of women, and even children, to make ends meet. It was only in 1885 that a law was passed by the federal government making it illegal for children under the age of 12 to work in factories (Desjardins & Alsène, 1984; Cross, 1983).

Many mothers took in work (sewing, laundry, etc.) in order to earn money and look after their young children at the same time, but others were forced to leave their homes and toil in factories. Thus, for the first time, many faced the problem of child care.

Moreover, family stability was often precarious. The death of a parent, the loss of the father's job, or the mother's illness could breakup the family nucleus, in which case children had to be raised by relatives or taken to an orphanage (Cross, 1983).

Realizing the difficulties faced by working-class families, the Grey Nuns and the Sisters of Providence decided to open children's shelters in Montreal and in some small towns in the province. These facilities, which might be seen as forerunners of modern day care centres, cared for hundreds of preschoolers every day. Micheline Dumont (1983) estimates that over 60,271 preschoolers attended the shelters run by the Grey Nuns in Montreal between 1858 and 1922.

Table 2.1 Number of Children Who Attended the Shelters Run by the Grey Nuns in Montreal

Shelter	Period	Number of Children	Daily Average
Saint-Joseph	1858-1899	9,723	242
Nazareth	1861-1914	14,925	U/A
Bethlehem	1868-1903	12,853	350
Saint-Henri	1885-1920	16,700	450
Saint-Cunégonde	1889-1922	6,000	U/A

Source: Dumont, M. (1983). *Des garderies au 19^e siècle: les salles d'asile des sœurs Grises à Montréal*. dans Fahmy-Eid, N. et Dumont, M. (Eds.), *Maitresses de maison, maitresses d'école*.

However, there were not enough children's shelters to meet the need, and children under the age of two were not admitted. Since at that time children usually left school around the age of 10 or 12, it was often the oldest girl in the family who took care of the younger children at home. Jean-Baptiste GagnePetit, a 19th-century labour journalist for *La Presse*, denounced the fact that mothers had to go out to work to feed their families, often leaving their children alone without supervision. In 1892 he recommended the creation of day care centres like those already in place in Europe (Dumont, 1983).

Responsibility for financing the shelters was assumed in part by the provincial government, which contributed 25 cents per child per month. However, government contributions decreased as the 20th century approached. Since income was clearly inadequate, the Sisters called upon volunteers to raise funds. They organized fund-raising campaigns, held bazaars and children's shows, sold photographs of the shelters, and so on. All these activities helped to promote their works and attract the sympathy and patronage of the wealthier classes.

To most people the children's shelters were a form of assistance comparable to orphanages or institutes for the blind, the deaf, or the mentally retarded. Consequently many mothers hesitated to send their children there, using the shelters only as a last resort.

There were no shelters for the English-speaking community, since fewer English-speaking mothers worked outside the home. With the exception of early 19th century programs associated with the Infant School movement, only one English day care centre is known to have existed in the 19th century; this was the Montreal Day Nursery, founded in 1887 by volunteer women of the upper class. The nursery still exists today under the same name. Like the children's shelters, this day care centre was financed mainly by charitable organizations and funds raised by volunteers.

Although the Montreal Day Nursery succeeded in making it into the 20th century, many other children's shelters disappeared from the Montreal scene around the end of the 19th century, with some of them closing and others becoming orphanages. It seems that many parents who had to leave their children in the shelters during the day eventually abandoned them there. Placing their children in the shelters then became a painful reality to which only the poorest families were resigned. In addition, working mothers were seen as somehow negligent and were blamed for many of the ills of society -- abandoned

children, juvenile delinquency, male alcoholism, etc. It is not hard to imagine the dilemmas these women faced. Their situation contradicted the official ideology of the time, which proclaimed complete devotion to husband and children as the only proper career for a woman (Dumont, 1983).

The Offspring of the Poor Become "Latch Key Children"

After the children's shelters were closed down, several years went by before any day care centres were opened. During World War I, the Sisters of Providence founded the Saint-Anne day care centre in the Irish district of Montreal. A few years later the Soeurs Franciscaines de Marie established the Saint-Enfant-Jésus day care centre in the Mile-End district. (Today, the Saint-Enfant-Jésus day care centre is called the Garderie Notre-Dame-des-Petits.) However, three day care centres did not prove sufficient to meet the city's growing needs on the eve of the 1929 Great Depression.

In fact, between 1900 and 1930 there was a spectacular increase in the number of orphans in Quebec. Faced with the scarcity of day care centres, many mothers (widows, single mothers, those who were ill, and those who were separated from their husbands) had no choice but to place their children in orphanages. Although some of these children went home for the weekends, others were simply abandoned at the doors of the convents. According to some statistics of the time, it appears that true orphans were a minority in these institutions: in 1930, only one out of ten residents in the orphanages was a true orphan, and the others had either both parents (two out of ten), or one of their two parents (six out of ten). Thus, it is possible that children were placed in orphanages in the province of Quebec simply because there were no other facilities for them (Gauthier, 1983).

The Great Depression of the 1930s made it clear that in the face of growing poverty and unemployment, the old social assistance arrangements were no longer adequate to meet the needs of the poor. In 1930 Taschereau's Liberal government set up the Commission des assurances sociales de Québec (the Montpetit Commission), which was to report on matters of social insurance and assistance as well as industrial health and safety (Montpetit, 1933).

In its report, issued in 1933, the Montpetit Commission stated that families could not always provide children with the emotional security and well-being that they needed. Many women had to work outside the home because their husbands were out of work or because a second salary was needed to keep the family at a subsistence level. Thus many children either were left in the care of the oldest daughter or played in the streets while their mothers worked.

To overcome this problem, the commission recommended the creation of junior kindergartens and day care centres subsidized by public funds and school boards. But the government was deaf to this recommendation. Maurice Duplessis, who came to power in 1936, opposed any aid for mothers working outside the home. He passed a law granting assistance to mothers in need, but on the express condition that they stay home to raise and care for their children. The act granting assistance to needy mothers called for a monthly payment to indigent mothers (particularly widows) who had at least two children. Thus, once again, day care services continued to be out of the question.

The War Effort and Child Care (1942-45)

Several years later, however, moral reservations in regard to women working outside the home were put aside, at least temporarily, when World War II made it necessary for women to go to work in the arms factories.

In July 1942 MacKenzie King's Liberal government, with the support of Quebec and Ontario, established a program aimed at creating day care centres for children whose mothers were employed in industries said to be "essential to the war effort." Thus, from the beginning, restrictions were imposed. Since this was an emergency measure, the intention was not to make day care centres available to all mothers working outside the home; it was specified that 75% of the places available in the centres were to be reserved for children whose mothers were working for war-related industries.

This restriction soon aroused protests, especially in Ontario. The measure was considered to be discriminatory since all industries contributed in one way or another to the war effort. A vast campaign was conducted throughout Ontario during the war years in an effort to promote greater accessibility to day care centres. But the campaign was not taken up by the French-speaking population of Quebec, who, in any case, tended not to use day care facilities organized by the government. In fact, of the six centres opened in Montreal only two were aimed at French-speaking children, and one of them closed down a year after it was opened, due to poor attendance. The four other centres cared for Catholic, English-speaking, Irish, and Jewish children (Desjardins, 1991).

Day care centres were condemned by the Church and were seen as interference by governments in family affairs. Some even described them as a communist plot to encourage mothers to work and undermine the French-Canadian family and nation. Behind this carefully orchestrated propaganda was the age-old opposition to women holding down paid jobs. Entrusting one's children to a day care centre while working during the day was seen as equivalent to abandoning them.

However, the women of Quebec did work during World War II, so what did they do with their children? Again, they fell back upon traditional family support, which was most often provided by other women who took care of their children for free.

Once the war was over, government subsidies to day care centres stopped, and women were expected to return to their traditional role. However, some English groups protested against the provincial government's cuts in subsidies to day care services and sent a signed petition to Quebec. These included the Protestant Welfare Federation, the Federation of Catholic Charities, the Montreal Council of Special Agencies, and the Montreal Association of Protestant Women Teachers. However, true to his principles, Premier Duplessis closed down the day care centres.

Thus, neither the increase in Quebec's birth rate after the Second World War nor the escalation in the number of women in the labour force succeeded in raising the government's awareness of the child care problem. Immigrant families who came to Quebec after the war often needed two salaries to survive. In the 1950s, the only day care centres in Quebec were private, unsubsidized, and non-regulated, and the care offered was not always adequate. In 1950 there were 27 such centres in Montreal, entirely without government supervision. At that time they were under the responsibility of the City of Montreal Health Services, and their clients were mostly English-speaking people and new Canadians. (A number of the centres were residential programs that took in children five

days a week.) Apart from these private day care centres, the Montreal Day Nursery was still operating in 1950, and there were also some centres for children from needy families, managed by religious communities. These included the Saint-Enfant-Jésus Centre, the Saint-Anne Centre, and the Sisters of Social Service Day Care Centre, founded by Hungarian nuns in 1942 and aimed mainly at new Canadians.

Thus, approximately 100 years after the creation of the first children's shelters, day care centres were still considered to be charity organizations, dependent upon private funding or religious communities.

No "Quiet Revolution" For Day Care Centres

In the early 1960s, the Quiet Revolution brought about changes to all aspects of Quebec society. The time was ripe for reform, and the government assumed a new interventionist role in social affairs. It moved into fields that were formerly the domain of the Church and private enterprise and gradually took over the control of hospitals, schools, and welfare institutions. One of its first initiatives was the creation of the ministère de la Famille et du bien-être social, in 1961. The first report published by this ministry in 1965 showed that children were placed in day care facilities by social service agencies or referred by hospitals. Day care centres were thus still seen as a welfare service for working-class families and for mentally or physically handicapped children.

Nevertheless, during the 1960s a growing number of women gained access to education and to the labour market. A new phenomenon emerged: an increasing number of married women chose to work outside the home. Yet the political powers in control were still not interested in finding a collective solution to the child care problem. No quiet revolution was in store for day care centres.

However pressure was being exerted by women's groups in Quebec and the rest of the country. In 1966, when the *Fédération des femmes du Québec* was founded, the creation of public day care centres was put on its list of demands. In 1970 the Bird Commission's report made the debate public by putting forth an idea that, at the time, was almost subversive: responsibility for child care should be shared by fathers, mothers, and the society at large in order to guarantee that women would obtain the equal status which was theirs by right. The Bird Commission asked the federal government to act jointly with the provinces to adopt legislation on day care centres (Canada, 1970).

However, the commission's point of view was far from being shared by the Quebec government, which considered that child care was the parents' exclusive responsibility and still saw day care centres as a form of social assistance. However, by the early 1970s the feminist movement had become very strong, and things were hard for those who defended the status quo. Even psychologists were now saying that separating a child from its mother during the day did not seriously hinder its normal development. On the contrary, since families were now smaller, day care centres facilitated the socialization and development of the young child (Garrison, 1964).

In 1968 delegates representing over 100 associations came together in Montreal to form an organizing committee for the promotion of day care services in Quebec. The following year the committee presented a brief to Premier Jean-Jacques Bertrand requesting him to set up non-denominational day care facilities financed by taxes, and to grant subsidies to existing day care centres. At that time, in 1969, the Montreal Council of Social Agencies (MCSA) listed 58 day care centres concentrated mostly in Montreal. These centres still served mainly the English-speaking and immigrant population.

In spite of these demands, government intervention remained minimal. The Quebec government started to issue permits for existing day care centres and, as a pilot project, decided to finance selected day care centres located in some of the poor districts of Montreal.

In 1971 the Cabinet created an interdepartmental committee to study the question of day care centres and tax exemptions for mothers working outside the home. The report emphasized the precarious situation of young children in some centres due to lack of space, inadequate educational material, or improperly trained staff. It proposed the creation of a network of day care centres for children from underprivileged backgrounds and a system of tax credits to lighten the tax burden of mothers who use day care centres. This new measure came into effect in 1972 (Québec. 1971).

Public Day Care Centres: The Struggle For Survival (1972-74)

1972 was a turning point in the history of day care services in Quebec. Thanks to Perspectives Jeunesse and Local Initiative Projects, about 70 public day care facilities were created in Quebec, including about 30 in Montreal. (The Local Initiatives Projects were part of a Federal government job creation program which gave grants to nonprofit societies engaged in providing community-based services.)

These public day care facilities were initially located in the poorer districts and differed from private day care facilities by being non-profit and by serving mainly working-class families and welfare recipients. In these centres the parents were invited to participate at all levels of decision-making (management, program planning, admission criteria, budget, hiring of staff, etc.). For the proponents of these day care centres, user involvement testified to a new approach in child care, no longer considered as the obligation of the parents alone, but as a collective responsibility.

Parents and staff had to invest a considerable amount of time to create adequate services: planning the space, buying materials, repairing toys, preparing food, planning activities, and so on. Many parents devoted their weekends and evenings to these tasks. At the same time, the waiting lists were growing longer, and it was evident that there were not enough places available in these facilities.

In Quebec the authorities did not appreciate the participation of the federal government in financing child care centres through the Perspectives Jeunesse and Local Initiatives Program and denounced this intrusion into a field that was under provincial jurisdiction. Moreover, the day care centres established as the result of community initiatives created a new need which turned out to be difficult to satisfy.

When the Federal government decided to put an end to the Local Initiatives Program in 1973, public day care facilities formed a representative organization, the Day Care Liaison Committee, which demanded negotiations with the provincial government. The offices of the ministère des Affaires sociales were occupied by protesters, and there were street demonstrations demanding "the establishment of a universal system of public day care centres financed by the government, and controlled by the users." The media, sympathetic to the cause, were also approached, and a public information campaign was launched with the aim of forcing Robert Bourassa's Liberal government to take a stand on the issue.

Pressure was also exerted by trade unions, the Conseil du statut de la femme (CSF) of Quebec, the Canadian Advisory Council on the Status of Women (CSW) in Ottawa, the Centre des femmes, the Association pour la défense des droits sociaux, and various other groups. These organizations all insisted on maintaining the existing day care centres.

The “Bacon Plan,” a Political First in Child Care Services (1974)

Public pressure finally paid off. In June 1974 the Quebec National Assembly adopted its first policy on the issue of day care: the Bacon Plan, named after Lise Bacon, ministre des Affaires sociales. It was an important first step, since the government recognized the existence of the network of day care centres. However, the day care movement was far from being satisfied because the Bacon Plan did not involve direct subsidies to day care services. At best, the government was willing to grant financial aid to impoverished families. However, the eligibility scale was set so that only a very small minority of parents could benefit from the plan, and families where both spouses were working and earning the minimum wage were not eligible for assistance. According to the Day Care Liaison Committee, this measure was aimed at encouraging single mothers and mothers on welfare to return to work, since they were the only ones who could benefit from the maximum subsidy.

The Quebec Association of Private Day Care Owners welcomed the Bacon Plan even though it was meant to promote the development of nonprofit day care centres. According to the association, the plan represented a major initiative because by financing the parents rather than the centres, it left parents free to choose their own day care centres. It was in the interest of the association to reason along the same lines as the government because the services provided by private day care centres were the most expensive in the province. In fact, Ottawa offered to share the cost of financial assistance when the children were cared for in for-profit day care centres.

As far as public day care facilities were concerned, the situation was entirely different; the introduction of the Bacon Plan marked the beginning of a difficult transition period. These facilities would no longer receive direct subsidies, and the parents' financial contribution had to be increased. For a few months the staff had to work on a volunteer basis, and the bills piled up. By the fall of 1974, 54 out of the 70 public day care facilities had already closed down; the struggle continued, and some groups became more radical.

Despite its limitations the Bacon Plan represented an important step in the history of day care centres in Quebec. It could even be suggested that government intervention came about as the result of the day care centres' struggle for survival and the numerous pressures exerted by the various associations involved.

Two Parties, Two Points of View (1974-80)

Gradually over the years circumstances changed, and public opinion evolved. In 1975, International Women's Year, no one would challenge the existence of day care facilities or the idea of women working outside the home. In that year the ministère des Affaires sociales created the Service de garderies, which is responsible for establishing new day care centres and offering technical aid to existing ones.

In fact, the issue of day care services was increasingly one of the first items on the agenda of most women's groups and was among their most important demands. Even the Parti Québécois, which came to power in 1976, included the creation of a network of day care facilities in its electoral program. Among non-profit day care supporters hopes were high because the Parti Québécois proposed setting up a network of universally accessible, free day care services that would even include an adequate transportation system.

Minister Denis Lazure was put in charge of the issue of day care services, and major improvements were made right away: financial assistance to parents was increased, new subsidies were authorized, and support was given to the creation of a provincial association of non-profit day care facilities. (This association held its first meeting in May 1978 and was entitled to government subsidies). However, there was still no major policy in the making.

The most significant changes were made only two years later. In October 1978 Quebec adopted a new policy on child care services, based on the following main principles.

- Parents must be able to choose the type of child care they want.
- The child care system should be financed jointly by government and by parents on a sliding fee scale.
- Diversification in the types of child care offered should include home care and services for young school-age children (Quebec, 1978, October).

Moreover, the new policy, which was meant to facilitate the development of non-profit corporations with parents participating in the running of the day care centres, was in keeping with the objectives of the ministère des Affaires sociales at that time.

One year later Minister Lazure declared that the Bacon Plan would be shelved. The government re-evaluated its program of subsidies to day care centres and instituted an operating grant of \$2 per day per authorized space. This was an important element in the new program to finance child care services because it finally confirmed the principle of the government's responsibility in terms of creating a service network. However, several organizations criticized the amounts allocated as direct subsidies. Some considered them insufficient, while others recommended that the government should be totally responsible for financing child care services.

Finally, in December 1979, shortly before the end of the International Year of the Child, the Quebec government passed the *Child Care Services Act*. It withdrew direct responsibility for child care services from the jurisdiction of the ministère des Affaires sociales and created the Office des services de garde à l'enfance, which was put in charge of coordinating and promoting the development of child care services. This was a break with the past because it was the first time the government had agreed to play a role in the creation of a network of day care facilities in Quebec.

Thus, after more than 125 years during which day care facilities were considered as charitable institutions whose development was a matter of private initiative, the government recognized that it had a responsibility in terms of looking after young children. For the day care associations, this was also the end of an era. After many years of struggle and lobbying, this new act sanctioned a

certain number of principles for which they had always fought. There would be no going back: the existence of child care services was now a fact of life in Quebec.

The Office des services de garde à l'enfance: Its First Steps

In 1980, the Service des garderies of the ministère des Affaires sociales was replaced by the Office des services de garde à l'enfance (OSGE). At the time of its creation the office was under the direction of the ministère des Affaires sociales, but starting in 1982 responsibility for it was transferred to the ministre déléguée à la condition féminine.

Although not a full ministry, the OSGE has a wide variety of responsibilities. Apart from ensuring that quality child care services are available, it also plans the implementation of services in relation to other family policies. Moreover, it is in charge of formulating an annual development plan that takes into consideration the extent of the demand for and the viability of the projects submitted. All these tasks must be accomplished while maintaining close contact with the network, since the OSGE must also provide technical and financial support for child care services, centralize information on the issue and circulate that information, provide better staff training, ensure compliance with health and safety rules, and so on.

Thus, by virtue of the law that created it the Office des services de garde à l'enfance was given far-reaching powers. To mention just a few, it was given the power to make rules, issue permits, carry out inspections, administer government subsidies, appoint regional representatives, and define their duties. The OSGE was faced with an enormous task in an area where everything remained to be done.

The day care associations did not welcome this new organization that was taking over the coordination of services. They feared government intervention and above all, the establishment of a great number of profit-making centres. Nevertheless, the Quebec government wanted to preserve what had been accomplished by the day care movement, and it set forth three principles that had to be followed when implementing the new law. These principles are still in force:

- parent involvement in the organization and management of child care services;
- freedom of choice for parents, who may choose from a wide range of services, including home care, day care centres, schools, drop-off centres, or junior kindergartens;
- access to services, thanks to expanded budgets and an increase in the number of services available.

When the OSGE inherited responsibility for day care in 1980, there were numerous problems to be solved: insufficient budgets, a scarcity of spaces, high cost for parents, problems with the premises, etc. The new Office des services de garde à l'enfance faced great challenges!

Like a Growing Child

Over the past 15 years, Quebec society has changed considerably. The rate of employment for women with preschool-age children has grown from 29.9% in 1975 to 52.3% in 1987. In addition, the drop in the birth rate (1.4 children per family) means that many parents wish to use day care centres to allow their children to develop social skills. Finally, of the 200,000 single-parent families identified in 1987, a majority had women as family heads, and these families often included more than one child (Desjardins & Alsène, 1984).

It is obvious that needs are far from being met. Any mother who is preparing to return to the job market after a maternity leave knows that she will have to be patient in order to find a babysitter or get a space in a day care centre. If she puts her child on the waiting lists of a few day care centres, she will have to wait an average of five or six months before she gets a positive answer, and then she will count herself lucky because the number of spaces in day care facilities is still largely inadequate.

However, even if needs are far from being met, child care services have been diversified over the years. Today there are five categories of care programs: day care centres, drop-off centres, home care services, schools, and junior kindergartens. Likewise, the number of spaces in child care centres has continued to increase since the creation of the Office des services de garde à l'enfance.

Stella Guy, who ended her term of office in 1987, has pointed out that giant steps have been made at the OSGE's headquarters in order to provide Quebec with a network of child care services. Within five years the number of centres rose from 481 to 731. As far as home care service agencies are concerned, the 874 spaces available through 16 agencies in 1982 have grown to 3,860 spaces in 55 agencies. Finally, capacity in the schools has expanded from 292 services offering 7,057 spaces to 18,961 spaces in 428 establishments in 1987 (Guy, 1987).

Furthermore, a policy on child care services and numerous sector-based policies have been adopted. There has also been a clear improvement in the quality of services in day care facilities thanks to rulings that allow the OSGE to exercise control in order to ensure the children's welfare. It could almost be said that history has speeded up over the past five years in spite of the fact that the period was marked by budget restrictions in most ministries and eight changes affecting the minister responsible for the OSGE between 1982 and 1987.

The OSGE has hardly been idle since its inception: several aspects of child care are being handled simultaneously, and the range of publications on all aspects of child care is continuously expanding. A lot of catching up needed to be done, and, despite all the work accomplished by the OSGE, day care facilities are still too costly for parents to afford and too few in number. Furthermore, the task of the OSGE is all the more difficult because the office has to reconcile the needs of the day care network, whose demands are, rightly, constantly increasing, with restrictions imposed by the budgets approved by the Quebec National Assembly.

And the Story Continues...

Since its creation the Office des services de garde à l'enfance has sought to involve various organizations and representatives in a concerted plan aimed at developing child care services in Quebec. The particular dynamics surrounding the development of these services has made child care associations preferred partners in the movement. Since the government did not initiate the creation of

the day care network in the province but merely reacted to pressures from women's groups and day care organizations, these groups have played a central role in the development of day care facilities. Since 1982, the OSGE has recognized their contribution by subsidizing these groups in order to allow them to carry out their activities in the realm of information, education, and prevention.

Apart from day care organizations, the OSGE has also explored the possibility of associating itself with other natural partners such as the ministries of education and social services, school boards, and more recently, the municipalities. Undeniably, there has been a change in attitude in Quebec over the past few years, and the government, municipal administrators, and even some private companies are now much more aware of the place of child care services in society.

Nonetheless, the present system is able to meet only a certain proportion of the needs. The great majority of children are cared for outside the legal network, and their parents are not able to receive any subsidies or deduct child care expenses from their taxes. In fact, in most cases babysitters who take care of children at home will accept low wages on condition that their earnings are not declared for income tax purposes.

Other problems include the high cost of day care facilities for families that are not subsidized and the dissatisfaction of staff, who consider that their meagre salaries and long working hours contribute indirectly to the financing of child care services. Efforts to unionize non-profit day care staff are continuing. People in the day care movement are of the opinion that volunteer work has had its day and that working with children must be remunerated at its true worth.

It is obvious that the needs are too great to be fully satisfied by the government of Quebec at the present time. A consolidated network which is entirely satisfactory to parents and staff is not going to spring up overnight. Studies and committees follow one upon the other, but decisions are often long in coming.

Thus the story of child care services continues, slowly but surely. Like a growing child, the movement is finding adolescence a difficult transition period. Will the child care network become a solid achievement and reach maturity by the year 2000? In Quebec this longing is increasingly on everyone's wish list.

Appendix A

THE HISTORY OF DAY CARE CENTRES BETWEEN 1968 AND 1980: SOME HIGHLIGHTS

1968	Pilot project of the provincial ministère de la Famille et du Bien-être social to partially finance a number of day care centres located in poor districts
	The provincial ministère de la Famille et du Bien-être social issues permits for existing day care centres
1971	Comité interministériel sur les services de garde de jour
	Founding of the Quebec Association of Private Day Care Owners
1972	Establishment of several public day care facilities financed by the federal government through Opportunities for Youth and the Local Initiatives Program
1972	Provincial standards for day care centres
	Inclusion of day care centres in the Canada Assistance Plan (CAP)
	Federal and provincial tax measures allowing deduction of child care costs
1972	Formation of Day Care Liaison Committee
1972-74	Public day care facilities struggle to survive
1974	Formation of regroupement des garderies de la région 6C
	Bacon Plan: first policy on day care services
	Founding of SOS garderies
1974-78	Opposition to the Bacon Plan
1975	Creation of the Service des garderies of the ministère des Affaires sociales
1976	Split in SOS garderies
1977	Formation of the Comité interministériel sur les services d'accueil à la petite enfance (MAS-MEQ- CSF) which was a committee concerned with child care services formed by representatives of the Social Affairs Department, the Education Department and the Council on the Status of Women

1977	<p>SOS garderies organizes strike against existing day care facilities (18 months duration)</p> <p>Founding of the Regroupement des garderies du Montréal métropolitain (RGMM)</p> <p>Conference of the Regroupement provincial des services de garde, a conference organized by the provincial Association of Day Care Services</p>
1978	<p>Founding conference of the Regroupement des garderies sans but lucratif du Québec (RGQ)</p> <p>Introduction of "Marois/Lazure policy"</p> <p>Report of the Comité interministériel sur les services d'accueil à la petite enfance is made public</p>
1978-79	<p>The RGQ opposes the "Marois/Lazure policy"</p>
1979	<p>The Regroupement des garderies de la région 6C withdraws from the RGQ</p>
1979	<p>Draft bill on child care services</p> <p>National Assembly committee considers draft bill</p> <p>Coalition against Bill 77</p> <p>Child Care Services Act passed</p>
1980	<p>Creation of the Office des services de garde à l'enfance</p> <p>Lizette Gervais President of the Office des services de garde à l'enfance</p>
1981	<p>Formation of the Regroupement des agences de services de garde en milieu familial du Québec (RASGMFQ), an association of agencies in the field of family day care services</p>
1982	<p>Stella Guy President of the Office des services de garde à l'enfance</p> <p>Report of the Canadian Advisory Council on the Status of Women (CACSJ) on day care centres</p> <p>Second national conference on day care services (Winnipeg)</p> <p>The OSGE undertakes a provincial consultative tour concerning the consolidation and development of day care services</p> <p>End of 18 month strike against existing day care facilities began in 1977</p>

1983	Adoption of the Règlement sur les services de garde en garderie, which are the regulations concerned with day care centres
	Adoption of a policy regarding premises used for day care centres in public buildings
	Adoption of a policy on the integration of children with disabilities
	Creation of the Canadian Day Care Advocacy Association
1984	Adoption of a policy on home care
	Adoption of a policy proposal regarding infant care
	Adoption by the ministère des Affaires municipales (MAM) of a funding policy for the establishment and relocation of day care centres
1985	Incorporation of regional day care associations under the name "Concertation inter-régionale des garderies du Québec"
	First provincial conference on the quality of life in child care services
	Adoption of a policy on human resource management in child care services
	Coming into force of the provisions of the Règlement sur les services de garde en garderie concerning accommodations
	Conference on financial security for Quebec women: "Décision 85"
	First annual meeting of provincial authorities responsible for child care services in Canada
	Founding of the Association des services de garde à l'enfance
1986	Creation of the Comité consultatif sur les services de garde à l'enfance. This was a temporary committee created by the Minister to advise her on day care concerns and to recommend modifications to existing legislation
	Report of federal study group on child care
	Consultative tour regarding draft legislation on home care agencies

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Chapter 3

AN OVERVIEW OF CHILD DAY CARE LEGISLATION IN QUEBEC

This section summarizes and briefly describes:

1. the duties and responsibilities of the various ministries and organizations of the government of Quebec responsible for the management of day care services in the province;
 2. the various categories of day care services, their capacity in terms of the number of services, spaces, and special needs programs;
 3. the various sources of financing for child day care services and parents;
 4. child day care staff, their training, and working conditions; and
 5. the various groups and associations working in the field of child day care services in Quebec.
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Provincial Organizational Structure and Legislation Respecting Child Day Care

In Quebec there are two ministries and one bureau (within a third ministry) involved in child care services: the ministère de la Main-d'oeuvre et de la Sécurité du revenu, the ministère de l'Éducation, and l'office des services de garde à l'enfance (OSGE) which is under the responsibility of the ministère délégué à la Condition féminine.

Office des services de garde à l'enfance

Under the provisions of the *Act Respecting Child Day Care* (Québec. Ministre des affaires sociales, 1979, R.S.Q. chap. S-4.1), the OSGE is responsible for ensuring the quality of child care services and promoting the harmonious development of these services, along with other family policies. It is also responsible for supervising the implementation of the Act and its Regulations. The Act, passed on 21 December 1979, provided for establishing the OSGE, but the latter did not begin operating until October 16, 1980. Administratively, the OSGE is responsible to the ministre délégué à la Condition féminine. In order to meet the requirements of its mandate, the OSGE shall:

- identify the priorities and needs of the population and existing resources in terms of day care services, after consultation with the persons and organizations involved;
- maintain a computer system with statistical data on the areas covered by the Act and its Regulations;
- prepare and distribute information on day care services;
- carry out or commission studies and research into day care services;

- participate in the design, evaluation, and revision of child day care policies through the publication of its studies and research;
 - coordinate and promote the organization and development of day care services, in order to improve access to them by the population as a whole;
 - promote the implementation of training and professional development courses for people working in the child day care field;
 - offer technical and professional support to agencies and persons working or wishing to work in the child day care field;
 - establish a resource development and creation plan every year, on the basis of the consultations required by the Act;
 - make the necessary recommendations for the development of child day care services that will be compatible with other existing programs and resources in this area (Office des services de garde à l'enfance, 1988-1989).
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The members of the OSGE

The Office des services de garde à l'enfance has 17 members. Its mandate is to define guidelines for the OSGE. Thirteen members, including the chairman, are appointed by the government. The other four members are civil servants appointed by the ministre de la Santé et des Services sociaux, the ministre de l'Éducation, the ministre des Affaires municipales, and the ministre déléguée à la Condition féminine.

Ministère de la Main-d'oeuvre et de la sécurité du revenu

The *Act Respecting Child Day Care* (Québec, Ministère des affaires sociales, 1979, R.S.Q., chap. S-4.1) created a financial assistance program for parents having children in day care services. This program covers part of the cost of day care services for the children of eligible parents, whether the services are provided in a day care centre, in home day care agency, or at school. The financial assistance is paid directly to the day care service, and the parents make up the difference between the required amount and the amount of aid provided.

The Office des services de garde à l'enfance is the agency in charge of implementing the *Act Respecting Child Day Care*. The OSGE has reached an agreement with the ministère de la Main-d'oeuvre et de la Sécurité du revenu du Québec to have the financial aid program handled by the latter's Travail-Québec regional offices.

Ministère de l'Éducation

School boards are eligible for start-up and operating grants for school day care. The budget for the start-up and operating grant program is administered by the ministère de l'Éducation du Québec.

Furthermore, through the CEGEP (Collèges d'enseignement général et professionnel) and the university network, the ministère de l'Éducation offers the academic programs necessary for training preschool teachers.

Three programs are offered by the CEGEP in the area of teaching methods and day care services. These are: the attestation d'études collégiales (AEC), the certificat d'études collégiales (CEC), and the diplôme d'études collégiales (DEC).

At the university level there are Bachelor's degrees in preschool education, in primary-preschool education, and in psychology, with specialization in child development, early childhood education, and child study.

Appendix D contains a detailed description of the roles played by other government and social agencies in terms of child day care services.

Child Care Services

The *Act Respecting Day Care* (1985) recognizes five categories of day care services. These include: day care centres; agency coordinated home day cares; stop over centres; nursery schools; and school day care. Definition of these caretypes can be found in Appendix A of this chapter.

The *Regulation Respecting Day Care Centres* (1987) specifically address regulation for those facilities caring for ten or more children except school aged. The regulation outlines both the training requirements for child day care staff and the required staff to child ratio for each age group. Further, regulations outline expectations in regards to: health and safety, physical plant, equipment, and information to be maintained in the day care centre registration and attendance files.

Table 3.1 shows the number of day care centres and the number of spaces by auspice and region as of March 31, 1988. Some of these spaces are reserved for infants (under 18 months). Table 3.2 displays the number of facilities providing infant care and the number of infant spaces available in each region.

Table 3.1 **Number of Child Care Centres and Number of Spaces Per Region, as of March 31, 1988**

Region	For-Profit		Non-Profit		Subsidized Non-Profit			Total	
	No. ¹	Capacity ²	No. ¹	Capacity ²	No. ¹	Capacity ²	Sub. ³	No. ¹	Capacity ²
01 Bas-Saint-Laurent -- Gaspésie	1	20	0	0	14	671	610	15	691
02 Saguenay -- Lac-Saint-Jean	2	61	0	0	18	950	889	20	1,011
03 Québec	29	927	2	86	85	4,239	3,890	116	5,252
04 Trois-Rivières	3	122	0	0	30	1,656	1,578	33	1,778
05 Estrie	7	277	0	0	29	1,313	1,231	36	1,590
06A Montréal -- Laval	126	5,821	20	1,156	201	11,479	10,960	347	18,456
06B Laurentides -- Lanaudière	16	708	0	0	44	2,108	1,975	60	2,816
06C Montérégie	38	1,518	4	201	65	3,380	3,088	107	5,099
07 Outaouais	2	98	1	0	23	1,239	1,185	26	1,337
08 Abitibi -- Témiscamingue	0	0	0	0	12	604	540	12	604
09 Côte-Nord	0	0	0	0	6	294	267	6	294
10 Nouveau-Québec	0	0	0	0	2	66	57	2	66
Total	224	9,552	27	1,443	529	27,999	26,270	780	38,994

¹ No. equals number of child care centres.

² Capacity equals number of places in license.

³ Sub. = number of subsidized spaces.

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*. p. 38.

Table 3.2 **Number of Spaces for Infants¹ in Day Care Centres, Per Region, as of March 31, 1988**

Region	For-Profit		Non-Profit		Subsidized Non-Profit			Total	
	No. ²	Capacity ³	No. ²	Capacity ³	No. ²	Capacity ³	Subs. ⁴	No. ²	Capacity ³
01 Bas-Saint-Laurent--Gaspésie	0	0	0	0	4	39	37	4	39
02 Saguenay-Lac-Saint-Jean	2	11	0	0	10	87	73	12	98
03 Québec	3	33	0	0	30	250	226	33	283
04 Trois-Rivières	2	11	0	0	12	108	94	14	119
05 Estrie	1	5	0	0	11	111	106	12	116
06A Montréal -- Laval	18	205	2	11	65	746	735	85	962
06B Laurentides -- Lanaudière	2	13	0	0	17	138	132	19	151
06C Montérégie	9	56	1	9	35	283	258	45	348
07 Outaouais	1	15	0	0	10	125	124	11	140
08 Abitibi -- Témiscamingue	0	0	0	0	5	48	42	5	48
09 Côte-Nord	0	0	0	0	5	34	32	5	34
10 Nouveau-Québec	0	0	0	0	2	10	10	2	10
Total	38	349	3	20	206	1,979	1,869	247	2,348

¹ Spaces for infants equals spaces reserved for children under 18 months old.

² No. equals number of child care centres.

³ Capacity equals number of spaces in license.

⁴ Subs. equals number of spaces for which the operating subsidy is paid.

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*. p. 43.

The number of home day care agencies is shown in Table 3.3. This table also includes information regarding the total number of both regulated home day care spaces and subsidized child care spaces.

Table 3.3 **Number of Home Day Care Agencies, as of March 31, 1988**

Region	Agencies	Capacity ¹	Subs ²
01 Bas-Saint-Laurent -- Gaspésie	10	625	621
02 Saguenay-Lac-Saint-Jean	5	362	362
03 Québec	14	828	828
04 Trois-Rivières	6	395	395
05 Estrie	3	210	210
06A Montréal -- Laval	8	915	906
06B Laurentides -- Lanaudière	4	250	250
06C Montérégie	8	495	495
07 Outaouais	5	520	509
08 Abitibi -- Témiscamingue	2	115	115
09 Côte-Nord	2	135	135
10 Nouveau-Québec	0	0	0
Total	67	4,850	4,826

¹ Capacity equals the number of spaces in the license of each agency.

² Subs. equals number of subsidized spaces.

Note: The difference between the subsidized spaces and capacity is due to the conversion of existing non-subsidized spaces into subsidized spaces.

See note concerning subsidy definitions under Sources of Financing in this chapter.

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*. p. 43.

As of March 31, 1988, sections 5 and 6 of the *Act Respecting Child Day Care* (1985), were not yet in force. These sections describe: (1) programing and administrative requirements for obtaining nursery school permits; and (2) the requirements necessary to obtain a license for stop over centres.

Nevertheless, information is available for those two types of services and Table 3.4 provides details regarding the number of facilities offering stop over care and nursery school by region.

Table 3.4 **Inventory of Stop Over Centres and Nursery Schools, Per Region, as of March 31, 1988¹**

Region		Stop Over centres	Nursery Schools	Services Total
01	Bas-Saint-Laurent -- Gaspésie	0	4	4
02	Saguenay-Lac-Saint-Jean	7	7	14
03	Québec	26	30	56
04	Trois-Rivières	24	10	34
05	Estrée	8	16	24
06A	Montréal -- Laval	25	91	116
06B	Laurentides -- Lanaudière	19	20	39
06C	Montréal	22	70	92
07	Outaouais	8	11	19
08	Abitibi -- Témiscamingue	4	3	7
09	Côte-Nord	5	0	5
10	Nouveau-Québec	1	0	1
Total		149	262	411

¹ Sections 5 and 6 of the *Act Respecting Child Day Care* had not yet come into force. The services have no legal obligation to register in the central file nor to obtain a license from the Office de garde à l'enfance. This inventory was compiled for research purposes and should not be considered exhaustive.

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*, p. 42.

The number of school day care services and the total number of spaces provided by region are displayed in Table 3.5. School day care services are offered to children in kindergarten and primary grades.

Table 3.5 **Number of Spaces in School Day Care¹, Per Region, Registered in the Office Files, as of March 31, 1988**

Region		Situation as of March 31, 1988	
		Services	Capacity ²
01	Bas-Saint-Laurent -- Gaspésie	9	269
02	Saguenay-Lac-Saint-Jean	30	791
03	Québec	82	3,194
04	Trois-Rivières	13	561
05	Estrée	29	886
06A	Montréal -- Laval	228	8,477
06	Laurentides -- Lanaudière	41	1,312
06C	Montréal	96	2,807
07	Outaouais	55	2,111
08	Abitibi -- Témiscamingue	2	70
09	Côte-Nord	10	420
10	Nouveau-Québec	0	0
Total		595	20,898

¹ The data are compiled by the ministère de l'Éducation on the basis of children registered rather than on the basis of capacity. Thus, it should not be surprising if the figures of the ministère de l'Éducation du Québec are higher than those of the Office.

² Capacity = number of spaces in each in-school child care service.

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*, p. 4.1.

The total number of regulated child day care services and number of spaces by region are shown in Table 3.6. While information is available by region for the Province of Quebec, the regions are not defined as urban or rural. Therefore, figures with respect to child day care services by urban/rural distribution are not provided.

Table 3.6 **Number of Certified Day Care Centres and Number of Spaces Per Region, as of March 31, 1988**

		Day Care Centre		Home Day Care		School Day Care		Total	
Region		Services	Capacity ¹	Services	Capacity ¹	Services	Capacity ¹	Services	Capacity ¹
01	Bas-Saint-Laurent -- Gaspésie	15	691	10	625	9	269	34	1,585
02	Saguenay-Lac-Saint-Jean	20	1,011	5	362	30	791	55	2,164
03	Québec	116	5,252	14	828	82	3,194	212	9,274
04	Trois-Rivières	33	1,778	6	395	13	561	52	2,734
05	Estrie	36	1,590	3	210	29	886	68	2,686
06A	Montréal -- Laval	347	18,456	8	915	228	8,477	583	27,848
06B	Laurentides -- Lanaudière	60	2,816	4	250	41	1,312	105	4,378
06C	Montréal	107	5,099	8	495	96	2,807	211	8,401
07	Outaouais	26	1,337	5	520	55	2,111	86	3,968
08	Abitibi -- Témiscamingue	12	604	2	115	2	70	16	789
09	Côte-Nord	6	294	2	135	10	420	18	849
10	Nouveau-Québec	2	66	0	0	0	0	2	66
Total		780	38,994	67	4,850	595	20,898	1,442	64,742

¹ Capacity equals the number of spaces in the license, with the exception of in-school child care services, where capacity indicates the number of children registered, rather than the capacity of the services.

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*. p. 42.

Regulations respecting child day care services vary according to a number of variables including age of children and carettype. Table 3.7 shows that for children under 18 months attending a day care centre, one staff per five children is required. For children between 18 months and school age the staff/child ratio is decreased (as it is for children attending kindergarten or elementary school classes). The ratio for school day care is even lower.

Table 3.7 Standards Concerning the Maximum Number of Children Allowed Per Day Care Centre Staff Member

Type of Services	Age group	Children/Day Care Staff Member ratio	Reference
Day Care Centre	0-18 months	1:5	Regulation Respecting Day Care Centres, Section 11
	18 months and over, not attending a kindergarten or elementary school class	1:8	
	Attending a kindergarten or elementary school class	1:15	
Home Day Care Regulated by Law	All	1:4 or 2:9 including the children of the provider(s) of home day care	Act Respecting Child Day Care, Section 1
School Day Care	All children attending a kindergarten or elementary school class	1:20	Ministère de l'éducation standards
Nursery School		At the services' discretion	
Stop Over Centre		At the services' discretion	
Home Day Care Not Regulated by Law		If it accommodates 10 children and over, the service is considered as a day care centre operating without a permit and the OSGE can force it to close	Act Respecting Child Day Care, Sections 1 and 76
Day Care in the Child's Home		At parents' discretion	

Source: Québec. Office des services de garde à l'enfance. (1988). *Policy Statement on Day Care Services*. p. 91.

Table 3.7 also shows a differential in caregiver to child ratio for home day care. For groups of four children or less, one caregiver is required in regulated home care. However, if a second caregiver is in attendance, a maximum of nine children is permitted.

Group size is not regulated in the Province of Quebec, however, the maximum number of children permitted in a licensed centre is 60.

Special needs programs

Within the framework of the policy concerning the integration of disabled children into child care services, the Office des services de garde à l'enfance carries out an awareness and support campaign for child care services and the various partners involved. Collaborative ventures have been established with

people acting in the health and social services field in order to integrate disabled children into these services under the most favourable conditions possible. As of March 31, 1988, 324 disabled children had been integrated into 161 day care services thanks to this subsidy program. Table 3.8 provides information on the number of subsidized spaces to support the integration of disabled children into both day care centres and home day care services.

Table 3.8 **Number of Subsidized Spaces for the Integration of Disabled Children into Day Care Centres and Home Day Care Agencies, as of March 31, 1988**

Region	Day Care Centres		Agencies		Total	
	Services	Spaces	Services	Spaces	Services	Spaces
01 Bas-Saint-Laurent -- Gaspésie	5	9	1	1	6	10
02 Saguenay-Lac-Saint-Jean	2	4	1	1	3	5
03 Québec	30	61	2	3	32	64
04 Trois-Rivières	6	11	3	7	9	18
05 Estrie	15	21	2	3	17	24
06A Montréal -- Laval	41	112	2	5	43	117
06B Laurentides -- Lanaudière	13	26	0	0	13	26
06C Montérégie	21	40	2	3	23	43
07 Outaouais	6	8	3	3	9	11
08 Abitibi -- Témiscamingue	2	2	0	0	2	2
09 Côte-Nord	3	3	1	1	4	4
10 Nouveau-Québec	0	0	0	0	0	0
Total	144	297	17	27	161	324

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*, p. 43.

Sources of Financing

Direct subsidies to day care services

Note: In the Province of Quebec, the term subsidy may apply to both financial assistance to parents to help with day care costs, and also to a variety of grants provided to support the development and/or maintenance of day care services.

Direct subsidy payments (see note above) from the OSGE to day care services are restricted to cooperative day care centres, nonprofit day care centres where the parents control the board of directors, and home day care agencies. Municipalities and school boards are also eligible for start-up and operating grants. In 1987-1988 subsidized day care services received increased financial assistance. Operating grants to day care centres and nursery schools climbed from \$0.50 per place per day in June 1987 to \$4.50 per place per day (except for children attending a primary school level class) and to \$5.75 per place per day for infants under 18 months. The subsidies to the home day care agencies rose from \$2.50 to \$2.75 per place per day. Furthermore, the maximum dwelling subsidy, covering part of the rent or mortgage costs of a day care centre in addition to electricity and heating, rose from \$8,000 to \$9,000 per year (Québec. Office des services de gardé à l'enfance, 1989).

Although subsidies should be increased further in order to maintain a financial balance, this assistance has made it possible to assuage the difficulties faced by subsidized day care services and lessen the financial burden on parents who need these day care services to provide care for their children.

Various other programs aim to support specific needs. Thus on March 31, 1988, 32 support groups received a salary grant to hire a project head to facilitate the establishment of new child day care centres; 35 day care centres were able to relocate into better locations thanks to OSGE grants; 25 day care centres received assistance allowing them to purchase property; and three day care centres with specific problems benefited from a refurbishing plan (Québec. Office des services de gardé à l'enfance, 1989).

Within the framework of the program of subsidies to day care associations and organizations, 14 agencies working with the OSGE to promote quality child care services shared \$162,450 to cover part of their operating expenses. Because this subsidy was shared on the basis of the number of members, we found that some groups, particularly those located in distant regions and covering a large area, are facing financial problems due to high travelling costs and the limited number of members.

Financial assistance to parents

The program to offer financial assistance to parents is aimed at parents whose income is too low to allow them to cover, on their own, the day care costs charged by a certified day care service. This assistance may be given whether the child attends a day care service, a home day care service certified by an agency, or a school day care.

Table 3.9 shows the average cost per day for day care services in day care centres and home day care facilities.

Table 3.9 **Average Cost Per Day for Users of Day Care Centres and Home Day Care Agencies, as of March 31, 1988**

Cost	Day Care Centres									
	For-Profit		Non-Profit		Subsidized Non-Profit		Total		Agencies	
	Spaces	Cost/day	Spaces	Cost/day	Spaces	Cost/day	Spaces	Cost/day	Spaces	Cost/day
\$7 +	0	0	0	0	0	0	0	0	0	0
\$8 +	0	0	148	1,184.00	0	0	148	1,184.00	0	0
\$9 +	0	0	60	540.00	0	0	60	540.00	0	0
\$10 +	0	0	48	480.00	30	322.50	78	802.50	0	0
\$11 +	85	962.50	160	1,760.00	1,074	12,228.50	1,319	14,951.00	683	7,825.50
\$12 +	502	6,035.50	221	2,652.00	3,207	39,005.00	3,930	47,692.50	1,415	17,282.50
\$13 +	993	13,000.90	239	3,128.50	4151	54,849.98	5,383	70,979.38	820	10,767.50
\$14 +	1,838	26,163.60	126	1,764.00	5,526	78,612.61	7,490	106,540.21	990	13,947.50
\$15 +	2,089	31,444.80	311	4,725.00	7,926	120,218.85	10,326	156,388.65	592	8,927.50
\$16 +	1,801	28,929.50	0	0	3,876	62,747.14	5,677	91,676.64	50	800.00
\$17 +	1,209	20,684.40	50	850.00	1,834	31,403.44	3,093	52,937.84	300	5,100.00
\$18 +	401	7,218.00	30	540.00	336	6,078.50	767	13,826.50	0	0
\$19 +	331	6,320.50	0	0	39	741.00	370	7,061.50	0	0
\$20 +	24	480.00	0	0	0	0	24	480.00	0	0
\$21 +	0	0	0	0	0	0	0	0	0	0
\$22 +	19	427.50	50	1,125.00	0	0	69	1,552.50	0	0
\$23 +	100	2,300.00	0	0	0	0	100	2,300.00	0	0
\$24 +	0	0	0	0	0	0	0	0	0	0
\$25 +	160	4,000.00	0	0	0	0	160	4,000.00	0	0
Average Cost	15.49		12.99		14.50		14.69		13.31	

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annual, 1987-1988*. p. 45.

As displayed in Table 3.10B the maximum amount of daily financial aid for the 1987-1988 fiscal year was set at \$10.50 for children under six and \$5.25 for children aged six to 12.

Table 3.10 Governmental Financial Assistance for Day Care Services

	Project Management		Set-Up					Operation		Housing	Handicapped Children		
	Type of Service	Project Coordinator	Start-Up	Open- ing Costs	Equi- pment	Opera- ting Funds	Lay- Out	Infants Aged Less Than 18 Months	All Preschool Aged Children	Electricity Heating Rent or Mortgage	Case Study	Operation Equipment	Special
Day Care Centre	Non-profit corporation controlled by parents and cooperative	\$5,000 maxi- mum per project	\$100 per space	\$100 per space	\$300 per space	\$200 per space	\$50,000 maxi- mum per project	\$5.75 per space/ day	\$4.50 per space/ day	\$9,000 per	\$300 per case	\$14 per child/ day	1,500 per child
	Muni- cipality	N/A	N/A	N/A	\$300 per space	N/A	\$600 per space	\$5.75 per space/ day	\$4.50 per space/ day	N/A	N/A	\$14 per child/ day	N/A
	Profit- making or non- profit not controlled by parents	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Home Day Care	Agency	N/A	\$2,000 per project	N/A	N/A	\$3,000 per project	N/A	N/A	\$2.75 per project	N/A	\$300 per case	N/A	N/A
	Home day care provider	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	\$14 per child/day	N/A
School Day Care Service		N/A	\$4,000 for 10 regular children and \$2,000 for 8 or 9 regular children	N/A	N/A	N/A	N/A	Children 5-11 years • \$200/child/ year for the first 30 + \$175 for the next 20 + \$150 for the others • + \$100/ child/year for snacks, in economically underprivileged areas		N/A	N/A	\$300 perchild/ year (severe handicaps)	N/A

Source: Québec. Office des services de garde à l'enfance. (1988). *Policy Statement on Day Care Services*. p. 96.

Table 3.10B Financial Assistance Provided to Parents for Day Care Costs

Direct Assistance Programs for Day Care Costs		
Program	Eligibility Requirements	Maximum Amounts Granted
1. OSGE Financial Assistance Program	<ul style="list-style-type: none"> Parents who use types of day care which are regulated by law (day care centres, home day care, school day care); Net family revenue level, depending on the size of the family, below the assistance level set; Parents at work or in school only when the child is attending a school day care service. 	<ul style="list-style-type: none"> Child aged less than 6 years: \$10.50/day; Child aged 6-11 years: \$5.25/day (school days) \$10.50/day (school holidays)
2. Social Welfare Program	<ul style="list-style-type: none"> Recipients participating in programs designed to develop job skills; Service not regulated by law (with receipts) or service regulated by law (to cover the difference between the amount of financial assistance and the real cost of the service). 	<ul style="list-style-type: none"> \$10/day; \$5/half-day.
3. Parental Wage Assistance Program (PWA)	<ul style="list-style-type: none"> Costs admissible in determining assistance: real expenditures with receipts (net costs of financial assistance) to an allowable maximum. 	<ul style="list-style-type: none"> 55% or 42% of net day care costs.
4. Federal Government Manpower Training Program	<ul style="list-style-type: none"> Allowance paid to candidates, regardless of the type or cost of the service. 	<ul style="list-style-type: none"> First child: \$20/week; Each additional child: \$15/week.
5. Student Loan and Bursary Program	<ul style="list-style-type: none"> Financial assistance which takes day care expenditures into consideration (to an allowable maximum). 	<ul style="list-style-type: none"> Maximum amounts allowable: <ul style="list-style-type: none"> -- pre-school-aged child: \$3,310/year; -- school-aged child: \$1,085/year.
6. Ministère des communautés culturelles et de l'immigration (MCCI) Francisation Program	<ul style="list-style-type: none"> Grants to organizations which dispense French language courses to immigrants. 	<ul style="list-style-type: none"> \$5/child.

Tax Measures Related to Day Care Costs (1988)		
Governmental Level	Tax Measures	Maximum Amounts
1. Provincial	<ul style="list-style-type: none"> Deduction for day care costs: real expenditures with receipts (net cost of financial assistance) to an allowable maximum. The deduction may be claimed by either spouse or shared by both. 	<p>\$4,000/child aged less than 7 years, \$2,000/child aged 7-13 years OR 50% of the lower earned income for a child who uses day care. 100% for 2 children and more.</p> <p>The amount granted is the lower of the two.</p>
2. Federal	<ul style="list-style-type: none"> Deduction for day care costs: real expenditures with receipts (net cost of financial assistance) to an allowable maximum. The deduction can only be claimed by the spouse with the lower income. 	<p>\$4,000/child aged less than 7 years, \$2,000/child aged 7-13 years OR 2/3 of the lower earned income</p> <p>The amount granted is the lower of the two.</p>

Source: Québec. Office des services de garde à l'enfance. (1988). *Policy Statement on Day Care Services*. p. 99.

In 1987-1988 a sum of \$44,720,686 was disbursed by virtue of this program. It was allocated as follows:

- \$36,082,331 for children in day care centres;
- \$5,414,600 for children in home day care facilities;
- \$3,223,755 for children in services provided in school day care.

The average number of beneficiaries and the average amount paid were:

- 17,122 children in child day care centres, at \$8.10 per day;
- 3,383 children in home day care facilities, at \$6.18 per day;
- 2,935 children in school day care facilities at \$5.46 per day (Québec. Office des services de garde à l'enfance, 1988).

Table 3.11 shows the distribution of the sums allocated to financing day care services in the form of financial assistance to parents; financial aid to day care services for the year 1988; and financial aid to non-profit associations, groups, and organizations.

Table 3.11 **Distribution of Subsidies as of March 31, 1988**

	1988 (\$)
Financial assistance to parents	44,720,686
Financial subsidies (grants) to the day care services	
Operating grant	32,739,769
Integration of disabled children	584,142
Establishment of new day care centres	1,584,773
Relocation and purchase of properties and refurbishing	1,415,753
Expansion	216,415
Repairs	18,000
Rent	2,322,127
Infant care	2,807,139
Total	41,688,118
Financial aid to associations, groups and non-profit organizations	162,450
Aid to private day care centres	54,008
Various other subsidies	67,805
Total	284,263
Grand Total	86,693,067

Source: Québec. Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*. p. 19.

Changes in government spending on day care services are shown on Table 3.12.

Table 3.12 Evolution of Government Expenditures for Day Care Services

Financial Year	1974-1988 Office des services de garde à l'enfance ¹					Ministère de l'éducation	Grand Total
	Administ-rative Costs	Transfer Expenses Financial assistance to Parents	Subsidies to day care services	Subsidies to organiza-tions	Total	Total	
1974-1975	0	1,122,105	98,433	0	1,220,538	0	1,220,538
1975-1976	0	2,670,909	518,228	0	3,189,137	0	3,189,137
1976-1977	0	3,433,510	399,774	0	3,823,284	0	3,823,284
1977-1978	0	6,696,983	523,400	0	7,220,383	0	7,220,383
1978-1979	0	9,806,258	1,440,541	0	11,246,799	0	11,246,799
1979-1980	0	13,875,252	2,340,116	0	16,215,368	0	16,215,368
1980-1981 ²	440,550	16,038,874	11,180,841	0	27,660,265	948,060	28,608,325
1981-1982	1,096,892	17,703,007	12,890,065	0	31,689,892	1,825,700	33,515,592
1982-1983	1,518,606	17,152,846	21,594,357	97,355	38,844,558	1,421,280 ⁵	40,265,838
1983-1984	1,774,733	21,872,562	23,854,663	119,425	45,846,620	1,587,945	47,434,565
1984-1985	2,396,114	24,555,133	26,481,345	157,850	53,590,422	2,071,770	55,662,192
1985-1986	3,246,025	31,318,661	35,391,271	200,900 ³	70,156,857	3,055,114	73,211,971
1986-1987	3,712,775	37,058,976	38,413,350	139,100	79,324,201	3,431,930	82,756,131
1987-1988 ⁴	4,263,100	45,045,400	42,036,500	162,500	91,507,500	4,113,530	95,621,030

¹ From 1974-1975 to 1980-1981, subsidies were administered by the Service de garderies of the ministère des Affaires sociales.

² Year during which the Office des services de garde à l'enfance was created.

³ Includes promotional activities and expansion projects for day care centres in rural regions.

⁴ Probable expenditures.

⁵ Modification of the type of financing.

Source: Québec. Office des services de garde à l'enfance. (1988). *Policy Statement on Day Care Services*. p. 85.

Child Day Care Staff: Training And Working Conditions

Staff Training

By virtue of the *Regulations Respecting Day Care Centres*, at least one third of the staff in each day care centre must have trained at a college or university certified by the OSGE. In March 1987, 65% of all day care centres met this requirement.

Various factors may explain why some child day care centres find it difficult to meet this requirement of the Regulations, the most important of which is undoubtedly the lack of financial resources. The managers of child day care centres do not have to meet any particular requirements. There are also no standards respecting the training of people responsible for home day care services coordinated by an agency, or of managers or teaching staff in these agencies.

As far as the staff of school day care services are concerned, almost 75% have college or university training in an appropriate field. However, the only required skills are to have finished Grade 12, be at least 18 years old, and be judged capable of accomplishing the task.

Finally, although the government does not require any particular training for the staff of nursery schools or stop over centres, it has been established that almost half of these services include at least one staff member with training in early childhood education. Table 3.13 shows the training required by carettype and the applicable regulation.

Table 3.13 Minimum Training Required of Child Day Care

Type of Service	• Training Required	• Reference
Day Care Centres	<p>At least one day care staff member in three must have the following qualifications:</p> <ol style="list-style-type: none"> 1. a college diploma in early childhood studies or a related field, a certificate in early childhood studies, or a university degree in preschool education, psychology with focus on child development, or another appropriate field; or 2. at least three years of relevant experience working with groups of preschool-aged children at a day care centre, establishment or institution; however, after five years following the coming into force of the Regulation, such a person must also have an attestation of college studies in early childhood studies or another degree recognized by the Bureau. <p>That staff member must be with the children each day for at least half of the time that the day care centre is open.</p> <ul style="list-style-type: none"> • When there are fewer than three day care staff members, at least one must have the qualifications required in 1). • The members of the day care staff must have successfully completed a first-aid course recognized by the Bureau. 	<p><u>Regulation Respecting Day Care Centres, Section 9</u></p> <p><u>Regulation Respecting Day Care Centres, Section 10</u></p>
Home day care regulated by law	Certain requirements may be applied by home day care agencies	
School day care	High school diploma	MEQ Classification Scheme
Nursery school	Certain requirements may be applied by nursery school administration	
Stop over centre	Certain requirements may be applied by the stop over centre administration	
Home day care not regulated by law	At parents' discretion	
Day care in the child's home	At parent's discretion.	

Source: Québec. Office des services de garde à l'enfance. (1988). Policy Statement on Day Care Services. p. 92.

Working Conditions and Wages

The wages paid to staff of day care services vary according to the legal status of the service and the type of contract. Wages are generally quite low, and this may have a negative effect on the overall climate in child care centres and on staff stability. In 1987, most full-time regular staff had three years of experience. For tax purposes, persons who operate home day care coordinated by an agency are considered to be self-employed. Thus they are responsible for establishing their own working conditions.

At school day care, working conditions and wages are negotiated within the framework of a collective agreement covering support staff in school boards.

Table 3.14 displays the average salaries of Province of Quebec child care staff.

Table 3.14 Salaries of Day Care Centre Staff

Federal Task Force Report 1984 (Schom-Moffatt)	\$7.86 is average hourly wage in Quebec
1987	\$9.43 to \$10.77 for in-school child care services
	\$8.33 in subsidized non-profit child care centres

Sources: Schom-Moffatt, P. (1984). *The Bottom Line: Wages and Working Conditions of Workers in the Formal Day Care Market.*
Québec: Office des services de garde à l'enfance. (1988). *Policy Statement on Day Care Services.*

Associations and Groups

There are approximately 30 groups representing various interests in the day care field in Quebec. Some of these groups consult and collaborate with the government of Quebec in the management of the field. For example, the group Concertation inter-régionale des garderies du Québec, an inter-regional day care centre action group, and the Association des propriétaires de garderie à but lucratif, an association of for-profit day care centre operators, form part of an advisory committee set up by the Office des services de garde à l'enfance to discuss the training of child care staff and certain social benefits. The Confédération des syndicats nationaux, a provincial labour organization, sits on a committee on training and social benefits, representing unionized day care centres.

The Regroupement des agences de services de garde en milieu familial, an association of home day care agencies, has been a member of a provincial board on home care that has been operating since the fall of 1988. The Office des services de garde à l'enfance coordinates this board, which includes various area representatives.

Finally, the Table sur les services de garde en milieu scolaire, an advisory board to school day care, provides an opportunity for discussing various aspects of in-school child care.

Appendix E contains a complete list of associations and groups working in the child day care field in Quebec.

Appendix A

GLOSSARY OF DEFINITIONS

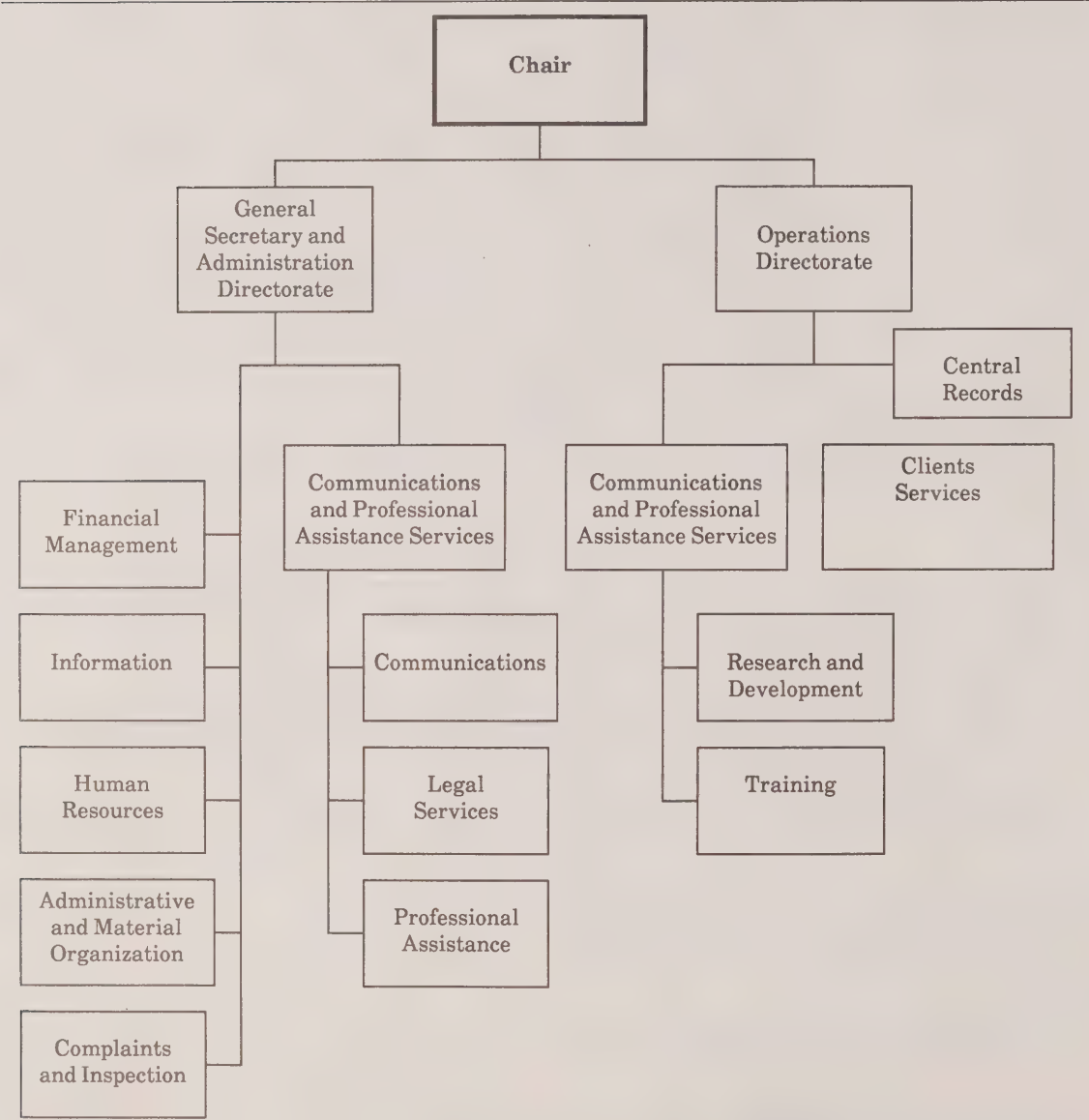
Licensed Core Care Types

1. **Day care centre:** means an establishment that receives at least ten children on a regular basis for day care for periods of up to 24 consecutive hours;
2. **Home day care:** means child care provided on a regular basis, for a consideration, by a natural¹ person for up to four children, including that person's children, in a private residence or, if the person in charge is assisted by another adult, at most nine children, including the children of those two persons in that private residence, for periods that may exceed 24 consecutive hours. A home day care agency means a body authorized to coordinate all the home day care provided by persons it has recognized as persons responsible for home day care.
3. **Stop over centre:** means an establishment that receives at least ten children on a casual basis for day care for periods of up to 24 consecutive hours.
4. **Nursery school:** means an establishment that receives at least ten children from 2 to 5 years of age on a regular basis for day care for periods of up to 3 hours a day, but not pre-school care organized by a school board or a corporation of school trustees.
5. **School day care:** means day care provided by a school board or a corporation of school trustees to children attending classes and receiving educational services in kindergarten and primary grades in its schools (Québec, *An Act Respecting Child Day Care*, R.S.Q, chap. 54.1, 1990, p. 54.1/1).

¹ A natural person is a human being as distinguished from corporations (Vasan, 1980, p. 258).

Appendix B

ORGANIZATION CHART



Source: Office des services de garde à l'enfance. (1988). *Rapport Annuel, 1987-1988*, p. 14

Appendix C

REGIONAL SERVICE OFFICES OF THE TRAVAIL-QUEBEC NETWORK

Abitibi-Témiscamingue
Bas St. Laurent
Côte Nord
Mauricie/Bois-Francs
Montréal-Est
Montréal-Ouest
Métropolitan Montreal
Outaouais
Estrie
Gaspé/Iles-de-la-Madeleine
Laurentides/Lanaudière
Québec
Chaudière/Appalaches
Saguenay/Lac Saint-Jean
Montréal

APPENDIX D

Role of Various Governmental and Social Partners With Regard to Child Day Care Centres

Intervening Parties	Role	Statistics
Parents	<ul style="list-style-type: none">● Constitute the majority of groups promoting day care services.● Administer the majority of day care centres established in Québec.● Five parent-representatives sit on the board of directors of the Bureau; the vice-president of the Bureau must be chosen from among them (<i>Act Respecting Child Day Care</i>, Section 50).	
Municipal Sector	<ul style="list-style-type: none">● Local municipalities are associated with the establishment of day care centres since they furnish the attestation certifying that the day care centre satisfies municipal by-laws required by the Bureau for the issuance of permits (Section 2.8 of the Regulation respecting day care centres).● The council of municipalities may by regulation, notwithstanding any zoning by-laws, authorize the use of land for the purposes of day care centres (Section 98 of the <i>Act Respecting Child Day Care</i>), this favours the establishment of day care centres in residential neighbourhoods.● Municipalities have a general power to assist non-profit social organizations (namely day care centres), notably by: granting them subsidies (<i>Act on Towns and Cities</i>, Section 28 and <i>Municipal Code</i>, Section 6 to 8); by exempting them from property taxes, service taxes and business taxes (<i>Act on Municipal Taxes</i>, Sections 204 (14), 205 and 236(1); or by establishing, maintaining or improving day care centres (<i>Act Respecting Towns and Cities</i>, Section 412 (46) and <i>Municipal Code</i>, Section 405(a).● Several municipalities rent or lend municipal premises for setting up day care services. Modifications to municipal laws facilitate this.	<ul style="list-style-type: none">● Some thirty day care centres are housed on municipal premises.

Role of Various Governmental and Social Partners With Regard to child Day Care Centres *continued*

Intervening Parties	Role	Statistics
Municipal Sector continued	<ul style="list-style-type: none"> Until now, action taken by municipalities to assist day care services has consisted of facilitating the obtention of land (donation, emphyteutic lease without cost, sale at low cost or subsidies), of buildings (donation, free or low rent), of contributing to operation (free maintenance of premises, renovations, supplying basic equipment, furniture, usual material, providing the services of key people), of helping start-up (technical and professional assistance, start-up subsidies) or of contribution to financing (annual subsidy, financial assistance for set-up or renovation). Municipalities may obtain permits to offer day care centre services or home day care agency permits; they are then eligible for certain Bureau grants for start-up and operation (<i>Act Respecting Child Day Care</i>, Sections 4, 7 and 31). The Bureau may authorize municipalities to exercise the powers required to implement the Act on child day care services (Sections 69 and 70 of the Act). Several municipalities offer nursery school and stop over day care services. The Union des municipalités du Québec has joined the Bureau and the ministère des Affaires municipales to examine the role of municipalities in the area of child day care services. Presence of a representative of the ministère des Affaires municipales on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 51). Presence of a representative of the councils of municipal corporations on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 50). 	<ul style="list-style-type: none"> To June 30, 1986, of the 700 municipalities which participated in the Bureau survey, 10 municipalities had taken advantage of the special program set up by the ministère des Affaires municipales (1985 and 1986) to help a day care centre relocate in a municipal building, 12 had donated land or subsidized a day care project, 10 housed a day care centre free of charge or under a no-cost lease, and 11 provided technical assistance or had cooperated in setting up a day care centre. In addition, 26 municipalities were involved in stop over day care services and 80 in nursery schools. 2 municipalities currently hold a day care centre permit. No municipalities are currently affected. 15 stop over day care centres and 68 nursery schools are municipal according to a non-exhaustive breakdown done in February, 1988. Report published in 1987.
Education System	<ul style="list-style-type: none"> The responsibility of developing school day care services (Section 32 of the <i>Act Respecting Child Day Care</i> is assigned to the ministère de l'éducation and to school boards 	

Role of Various Governmental and Social Partners With Regard to Child Day Care Centres *continued*

Intervening Parties	Role	Statistics
Education System continued	<ul style="list-style-type: none"> • School boards may be issued day care centre permits or home day care agency permits; they are then eligible for certain grants awarded by the Bureau for set-up and operation (<i>Act Respecting Child Day Care</i>, Section 4, 7 and 31). • School boards may provide day care centres with access to space on their premises. • Post-secondary educational institutions are responsible for various training programs designed for workers in day care services recognized by the Bureau. • CEGEPs and universities also provide space for day care centres, generally at very advantageous rates. • The education system and municipal sector are also encouraged to come to agreements for the set up of programs designed for school-aged children during the summer months. • One representative of the school commissioners or school trustees sits on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 50). • A representative of the ministère de l'éducation sits on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 51). 	<ul style="list-style-type: none"> • 2 school boards currently hold permits for a total of 5 day care services. • In 1984-1985, 19% of day care centres renting their premises were housed in school board buildings. • In 1984-1985, 6.4% of day care centres renting their premises were housed in CEGEPs and 2.1% in universities.
Social Affairs and Health Care System	<ul style="list-style-type: none"> • Establishments within the social services system may be issued home day care agency permits; they are then eligible for certain grants awarded by the Bureau for set-up and operations (Sections 7 and 31 of the <i>Act Respecting Child Day Care</i>) • Establishments, particularly local centres for community services (CLSCs) offer assistance to promoting groups. • Establishments, especially CLSCs and community health departments (DSCs) offer professional services to existing day care services, particularly in the areas of children's health and safety. • Establishments within the system may make space available for day care services • A representative of the ministère de la Santé et des Services sociaux sits on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 51). 	<ul style="list-style-type: none"> • Some CLSCs held permits at one time, but they have since been handed over to non-profit corporations. • In 1984-1985, 16.6% of day care centres renting their premises were housed in hospitals, CLSCs and social service institutions.

Role of Various Governmental and Social Partners With Regard to Child Day Care Centres *continued*

Intervening Parties	Role	Statistics
Recreational Organizations and Other Community Organizations	<ul style="list-style-type: none"> • The ministère du Loisir, de la Chasse et de la Pêche, through its PADEL program, provides grants for the upgrading of recreational equipment; some day care services are eligible for these grants. • Several community organizations (e.g.: YMCAs, YWCAs) house day care services (day care centres, agencies, stop over centres) or provide them with financial or other types of assistance. 	
Government Establishments and Other Employers (Government Corporations, Private sector)	<ul style="list-style-type: none"> • Under its policy to house day care centres in public buildings (August, 1983), the Government of Québec provides day care projects with space located in buildings that are under the jurisdiction of the Société immobilière du Québec. The portion of the cost of setting up the service on the premises which exceeds grants awarded by the Bureau is covered by the SIQ and rental rates are fixed according to the average rate paid by day care centres in the region. The SIQ must ensure leases of a minimum of 5 years for these day care centres. • The employer can help facilitate the set-up of day care centres in the workplace. • A representative of the employers sits on the board of directors of the Bureau (<i>Act Respecting Child Day Care</i>, Section 50). 	<ul style="list-style-type: none"> • To December 31, 1987, 10 day care centres were housed in public buildings (while 89 others were housed in parapublic educational, health and social service establishments). • To December 1987, 17 day care centres were housed in private companies or Government-owned corporations.

Source: Québec. Office des services de garde à l'enfance. (1988). *Policy statement on day care services*. pp. 94-95.

Appendix E

List of Associations and Professional Groups Working in the Child Care Services Field in Quebec

Conseil québécois des prématernelles coopératives	Baie d'Urfé
Regroupement des garderies privées du Québec inc.	Brossard
Regroupement des agences de garde en milieu familial du Québec	Lac Etchemin
Association d'éducation préscolaire du Québec	Montréal
Association des services de garde en milieu scolaire du Québec, inc.	Longueuil
Association des propriétaires de garderies du Québec, inc.	Montréal
Centre Québécois de ressources à la petite enfance	Montréal
L'Association des garderies de la communauté juive	Montréal
Association Canadienne pour la promotion des services de garde é l'enfance	Saint-Lambert
Concert-Action inter-régionale des garderies du Québec	Saint-Lambert
Association professionnelle des éducatrices en service de garde	
Association du personnel de gestion des services de garde	Montréal
Syndicat des travailleurs et travailleuses en garderies de Montréal	Montréal
Association des propriétaires à but lucratif	Montréal
Early Childhood education	Montréal
Association des éducatrices-éducateurs en petite enfance de la Montérégie	Saint-Lambert
Association préscolaire de développement professionnel	Mont-Royal
Regroupement des garderies sans but lucratif de la Région 01 du as Saint-Laurent/Gaspésie	Sainte-Anne des Monts
Regroupements des garderies de la Région 02	Chicoutimi
Alliance des garderies Nourveau Départ, inc.	Sainte-Foy
Association des garderies de la Région 04	Trois-Rivières
Regroupement des garderies sans but lucratif des Cantons de l'Est, inc.	Sherbrooke
Regroupement des garderies du Montréal-Métropolitain Région 6-A	Montréal
Regroupement des services de garde de Laval	Laval
Regroupement des garderies sans but lucratif lanaudoises	Joliette
Regroupement des garderies de la région 06C	Saint-Lambert
Regroupement des garderies de l'Outaouais	Hull

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Chapter 4

AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR QUEBEC

Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Quebec, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronalda Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Quebec Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

I. Family Composition and Characteristics

Family Structure and Employment Status

1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

Table 4.2 **Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No. %	509,500 91.1	49,600 8.9	559,100 100.0
18-35 months	No. %	476,600 89.6	55,300 10.4	531,900 100.0
3-5 years	No. %	939,900 87.5	133,900 12.5	1,073,800 100.0
6-9 years	No. %	1,238,700 86.2	198,100 13.8	1,436,800 100.0
10-12 years	No. %	906,900 85.8	150,000 14.2	1,056,900 100.0
Total	No. %	4,071,600 87.4	586,900 12.6	4,658,500 100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3 **Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time ¹	Parent(s) employed part-time ¹	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed ¹	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
Total	No.	1,337,500	133,000	835,100	1,632,100	161,500	559,200	4,658,500
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

¹ Columns one, two and six refer to two-parent families where *both* parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

2. Quebec

There were 707,700 families with children 0-12 years of age living in Quebec. Of these, 604,400 (85.4%) were two-parent families, and 103,300 (14.6%) were one-parent families.

Both parents were employed in 316,500 (52.4%) of the two-parent families, one parent was employed in 255,300 (42.2%) of the two-parent families; and neither parent was employed in 32,600 (5.4%) of two-parent families. In one-parent families, the parent was employed in 47,400 (45.9%) of cases. The majority, 55,900 (54.1%) of parents from one-parent families were not employed.

Table 4.4 **Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Quebec**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	283,700	251,200	69,500	604,400
Both parents employed	156,600	131,100	28,800	316,500
One parent employed	112,000	107,400	35,900	255,300
Neither parent employed	15,100	12,700	...	32,600
One-parent families	64,900	33,900	...	103,300
Parent employed	30,500	15,500	...	47,400
Parent not employed	34,400	18,400	...	55,900
All families	348,600	285,100	74,000	707,700

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Quebec had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (4.4%) and two-parent (11.5%) families, had three or more children 0-12 years of age.

Table 4.5 Number of One and Two-Parent Families with Children 0-12 Years of Age in Quebec

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	283,700	251,200	69,500	604,400
	%	46.9	41.6	11.5	100.0
Number of one-parent families	No.	64,900	33,900	...	103,300
	%	62.8	32.8	...	100.0
Total	No.	348,600	285,100	74,000	707,700
	%	49.3	40.3	10.5	100.0

The 707,700 families in Quebec included a total of 1,157,800 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 1,157,800 children 0-12 years of age, 1,009,700 (87.2%) lived in two-parent families and 148,200 (12.8%) lived in one-parent families. Fewer than half, 44.8%, of children in two-parent families were 0-5 years of age and only 37.9% of children from one-parent families were 0-5 years of age.

Table 4.6 Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in Quebec

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	118,800	10,900q	129,700
	%	91.6	8.4	100.0
18-35 months	No.	108,400	14,400	122,800
	%	88.3	11.7	100.0
3-5 years	No.	225,200	30,900	256,100
	%	87.9	12.1	100.0
6-9 years	No.	320,700	52,600	373,300
	%	85.9	14.1	100.0
10-12 years	No.	236,600	39,300	275,900
	%	85.8	14.2	100.0
Total	No.	1,009,700	148,200	1,157,800
	%	87.2	12.8	100.0

Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (60.0%) of families in Quebec with children 0-12 years of age lived in larger urban centres. Less than one-third (29.2%) of families with children 0-12 years of age lived in rural regions, and the remaining 10.8% lived in mid-sized urban centres. Table 4.7A presents Quebec data while Table 4.7B represents comparable data on Canada.

Table 4.7A **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Quebec**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	220,400	166,700	37,200	424,300
	%	51.9	39.3	8.8	100.0
Mid-size urban centres (15,000-99,999)	No.	39,800	29,400	7,300q	76,500
	%	52.1	38.4	9.5	100.0
Rural areas (less than 15,000)	No.	88,400	89,000	29,500	206,900
	%	42.7	43.0	14.3	100.0
Total	No.	348,600	285,100	74,000	707,700
	%	49.2	40.3	10.5	100.0

Table 4.7B **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
Total	No.	1,261,100	1,085,500	377,800	2,724,300
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban Quebec. The 206,900 families in rural Quebec included 362,300 children 0-12 years of age (1.7 children per family). The 76,500 families in mid-sized urban areas included 121,800 children 0-12 years of age (1.6 children per family); and in large urban centres the 424,300 families included 673,700 children 0-12 years of age (1.6 children per family).

A higher proportion of children living in mid-sized centres in Quebec were 6-12 years of age than were children in rural areas or large urban centres. Of the 121,800 children in mid-sized centres 71,100 (58.4%) were 6-12 years of age. By comparison 55.5% of children in rural areas and 56.0% of children in large urban centres were 6-12 years of age.

Table 4.8 Number of Children, by Age Groups, Living In Rural and Urban Quebec

Ages of children		Number of Children Living in			Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	
0-17 months	No.	78,100	12,700	38,900	129,700
	%	60.2	9.8	30.0	100.0
18-35 months	No.	72,700	11,900q	38,200	122,800
	%	59.2	9.7	31.1	100.0
3-5 years	No.	145,700	26,100	84,400	256,100
	%	56.9	10.1	33.0	100.0
6-9 years	No.	223,400	37,600	112,300	373,300
	%	59.8	10.1	30.1	100.0
10-12 years	No.	153,800	33,500	88,600	275,900
	%	55.7	12.1	32.1	100.0
Total number of children	No.	673,700	121,800	362,300	1,157,800
	%	58.2	10.5	31.3	100.0

Special Needs

Tables 4.9 and 4.10 provide information on families in Quebec which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 707,700 families with children 0-12 years of age living in Quebec, 42,600 (6.0%) included at least one child with special needs. Of these families with a special needs child, 14,400 (33.8%) had only one child, and 28,200 (66.2%) included two or more children, as compared with the overall Quebec figures of 49.3% of families with one child and 50.7% with two or more children 0-12 years of age.

Table 4.9 **Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Quebec by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	14,400	334,200	348,600
	%	4.1	95.9	100.0
2 children	No.	19,200	265,900	285,100
	%	6.7	93.3	100.0
3 or more children	No.	9,000q	65,000	74,000
	%	12.2	87.8	100.0
Total	No.	42,600	665,100	707,700
	%	6.0	94.0	100.0

A total of 46,400 children 0-12 years of age with special needs were living in Quebec. The age distribution of these children is shown in Table 4.10. These 46,400 children comprised 4.0% of the 1,157,800 children 0-12 years of age living in Quebec. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 2.4% of children in the 3 year age span of 0-35 months of age in Quebec were described as having special needs, compared with 4.2% of children in the older 10-12 age group.

Table 4.10 **Number of Children 0-12 Years of Age With Special Needs In Quebec**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	127,600	129,700
	%	...	98.4	100.0
18-35 months	No.	...	118,800	122,800
	%	...	96.7	100.0
3-5 years	No.	12,100	244,000	256,100
	%	4.7	95.3	100.0
6-9 years	No.	16,700	356,600	373,300
	%	4.5	95.5	100.0
10-12 years	No.	11,600q	264,300	275,900
	%	4.2	95.8	100.0
Total number of children	No.	46,400	1,111,400	1,157,800
	%	4.0	96.0	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

Table 4.11 **Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13 **Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

2. Quebec

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 172,400 (50.6%) of the 340,700 two-parent families which included at least one child 0-5 years of age. By comparison, 14,900 (33.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 144,100 (54.6%) of the 263,800 two-parent families and 32,500 (55.8%) of parents were employed in one-parent families.

Table 4.14 **Employment Status of Parents With and Without Children 0-5 Years of Age in Quebec**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	172,400	149,500	18,800	14,900	30,200	385,700
	%	44.7	38.8	4.9	3.9	7.8	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	144,100	105,800	13,900	32,500	25,700	322,000
	%	44.8	32.9	4.3	10.1	8.0	100.0
Total	No.	316,500	255,300	32,600	47,400	56,000	707,700
	%	44.7	36.1	4.6	6.7	7.9	100.0

The employment status of the Interviewed Parent (IP) in families in Quebec with children 0-12 years of age, is shown in Table 4.15. Of the total of 707,700 families with children 0-12 years of age in Quebec, 295,800 (41.8%) of IPs were employed full-time, 90,000 (12.7%) were employed part-time, and 321,900 (45.5%) were not employed.

Of the 385,700 families in Quebec with at least one child 0-5 years of age, 151,200 (39.2%) of the IPs were employed full-time and 47,800 (12.4%) were employed part-time. The remaining 186,700 (48.4%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Quebec**

Number of families		Employment Status of IP			Total
		Full-time	Part-time	Not Employed	
IP with at least one child 0-5 years of age	No. %	151,200 39.2	47,800 12.4	186,700 48.4	385,700 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	144,600 44.9	42,300 13.1	135,200 42.0	322,000 100.0
Total	No. %	295,800 41.8	90,000 12.7	321,900 45.5	707,700 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 1,157,800 children 0-12 years of age in Quebec, 453,800 (39.2%) lived in families in which the IP was employed full-time and 157,100 (13.6%) lived in families in which the IP was employed part-time. A further 547,000 (47.2%) lived in families in which the IP was not employed.

There were 252,500 children 0-35 months in Quebec. Of these, 121,600 (48.2%) lived in families in which the IP was employed either full-time (35.2%) or part-time (13.0%). By comparison, of the 275,900 children 10-12 years of age in Quebec, 159,100 (57.6%) lived in families in which the IP was employed either full-time (43.9%) or part-time (13.7%).

Table 4.16 **Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Quebec**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No. %	46,600 35.9	15,300 11.8	67,900 52.3	129,700 100.0
18-35 months	No. %	42,100 34.3	17,600 14.4	63,000 51.3	122,800 100.0
3-5 years	No. %	97,800 38.2	32,600 12.7	125,800 49.1	256,100 100.0
6-9 years	No. %	146,200 39.2	53,700 14.3	173,400 46.5	373,300 100.0
10-12 years	No. %	121,200 43.9	37,900 13.7	116,800 42.3	275,900 100.0
Total	No. %	453,800 39.2	157,100 13.6	547,000 47.2	1,157,800 100.0

Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Quebec) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

Table 4.17A **Distribution of Families in Quebec Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	157,500	22.3	22.3
\$20,001-\$30,000	119,700	16.9	39.2
\$30,001-\$40,000	154,200	21.8	61.0
\$40,001-\$50,000	108,200	15.3	76.3
\$50,001-\$60,000	75,100	10.6	86.9
More than \$60,000	93,100	13.1	100.0
Total	707,700	100.0	

Table 4.17B **Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Quebec data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week

Number of Child Care Arrangements

1. Canada

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18 Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada¹

		Number of Supplemental Care Arrangements			
		Care by IP only — No supplemental care reported	1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
Total	No.	1,578,500	1,770,000	1,310,000	4,658,500
	%	33.9	38.0	28.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Quebec

Of the 1,157,800 children 0-12 years of age in Quebec, 439,000 (37.9%) had no reported supplemental child care arrangements, and 718,800 (62.1%) were involved in one or more child care arrangements.

For Quebec children 6-12 years of age, 350,100 (53.9%) were in one or more child care arrangements (excluding school). Of these, 124,300 (35.5%) had two or more arrangements.

For children 0-5 years of age, 139,700 (27.5%) had no reported supplemental care. Of the 368,800 children 0-5 years of age who were in one or more supplemental child care arrangements, 154,900 (42.0%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 129,700 children in this age group, 21,700 (16.7%) were in more than one child care arrangement. By comparison, 28,300 (23.1%) children 18-35 months of age and 104,900 (40.9%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage of no supplemental care reported for the 0-5 year age group. There were 53,600 (41.1%) children 0-17 months of age who reported no supplemental child care. By comparison 39,200 (31.9%) children 18-35 months of age, and 46,900 (18.3%) children 3-5 years reported no supplemental care.

Children 3-5 years of age in Quebec participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (81.7%) of children in this age group were involved in at least one supplemental care arrangement, compared with 58.6% of children 0-17 months of age, 68.1% of children 18-35 months of age, 53.7% of children 6-9 years of age, and 54.2% of children 10-12 years of age. More than a third (40.7%) of children 3-5 years of age were in one form of supplemental child care, and 40.9% were involved in two or more care arrangements.

Table 4.19 Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Quebec¹

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	53,600	54,400	21,700	129,700
	%	41.4	41.9	16.7	100.0
18-35 months	No.	39,200	55,300	28,300	122,700
	%	31.9	45.0	23.1	100.0
3-5 years	No.	46,900	104,300	104,900	256,100
	%	18.3	40.7	40.9	100.0
6-9 years	No.	172,800	125,100	75,500	373,300
	%	46.3	33.5	20.3	100.0
10-12 years	No.	126,400	100,100	49,400	275,900
	%	45.8	36.3	17.9	100.0
Total	No.	439,000	439,200	279,600	1,157,800
	%	37.9	37.9	24.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 718,800 Quebec children (62.1%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 378,800 (52.7%) of those arrangements were paid arrangements. Of these children in paid arrangements, 59,800 (15.8%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 12.0% of children 10-12 years of age and 28.5% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. More than half (53.0%) of 3-5 year old children, 48.0% of 18-35 month old children, and 34.2% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20 Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Quebec¹

		Number of Paid Child Care Arrangements			
		No paid arrangements	1	2 or more	Total
0-17 months	No.	85,300	40,800	...	129,700
	%	65.8	31.4	...	100.0
18-35 months	No.	63,800	49,200	9,800q	122,800
	%	52.0	40.1	7.9	100.0
3-5 years	No.	120,300	108,500	27,400	256,100
	%	47.0	42.4	10.7	100.0
6-9 years	No.	266,900	91,000	14,300	373,300
	%	71.5	24.4	4.1	100.0
10-12 years	No.	242,700	29,500	...	275,900
	%	88.0	10.7	...	100.0
Total	No.	779,000	319,000	59,800	1,157,800
	%	67.3	27.6	5.2	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Hours in Child Care

1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

Table 4.21 **Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada¹**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Quebec

Of the 1,157,800 children 0-12 years of age living in Quebec, 718,800 (62.1%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 22.3 hours per week in care. As indicated on Table 4.22, a total of 378,800 (52.7%) of these children 0-12 years of age spent an average of 21.5 hours per week in paid care arrangements.

Children 0-5 years of age in Quebec spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 31.0 hours per week in care arrangements and those in paid arrangements averaged 29.7 hours per week in

paid supplemental care. Children 3-5 years of age averaged 30.1 hours per week in care, with those in paid care averaging 26.1 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 25.2 hours per week. Those in paid care averaged 26.0 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 15.4 hours per week in care and those in paid care averaged 12.5 hours per week. Children 10-12 years of age averaged 14.4 hours per week in supplemental child care arrangements. Those in paid care averaged 10.8 hours per week.

Table 4.22

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Quebec¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	76,100 25.2 hours/week	44,400 26.0 hours/week
18-35 months	83,500 31.0 hours/week	58,900 29.7 hours/week
3-5 years	209,200 30.1 hours/week	135,900 26.1 hours/week
6-9 years	200,500 15.4 hours/week	106,300 12.5 hours/week
10-12 years	149,500 14.4 hours/week	33,200 10.8 hours/week
Total/Average	718,800 22.3 hours/week	378,800 21.5 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23 **Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada**

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

2. Quebec

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 1,157,800 children living in Quebec, 604,800 (52.2%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 111,100 children 0-35 months of age in Quebec who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (25.4%) and care by a relative either in or out of the child's home (23.9%).

There were 130,800 children 3-5 years of age in Quebec who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: regulated group care (25.1%) and licensed/unlicensed family day care (21.6%).

There were 363,800 children 6-12 years of age in Quebec who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by self or sibling (25.7%) or care by IP's spouse at home or work (21.7%).

Table 4.24

Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Quebec

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	...	...	9,900	7.6	20,400	5.6
II. Spouse at Home/Work	17,500	15.7	19,100	14.7	78,800	21.7
III. Self/Sibling	—	—	...	...	86,200	25.7
IV. Relative in/out of Child's Home	26,600	23.9	18,600	14.3	34,900	9.6
V. Non-Relative/Child's Home	11,500q	10.4	12,100	9.3	19,400	5.3
VI. Family Day Care (Licensed/Unlicensed)	28,200	25.4	28,000	21.6	37,700	10.4
VII. Nursery/Kindergarten	...	...	8,200q	6.3	...	...
VIII. Regulated Group Care	18,200	16.4	32,700	25.1	28,100	7.7
IX. No Arrangement	...	...	...	...	58,200	16.0
Total	111,100	100.0	130,000	100.0	363,800	100.0

Legend:

I: Care by IP at work (1)

II: Care by Spouse at home (2)

Care by Spouse at work (3)

III: Care by Sibling (4)

Care by Self (5)

IV: Care by Relative in child's home (6)

Care by Relative not in child's home (7)

V: Care by Non-relative in child's home (8)

VI: Unlicensed family day care (9)

Licensed family day care (10)

VII: Nursery School (11)

Kindergarten (12)

VIII: Day Care Centre (13)

Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Quebec represents an introduction to the study. More detailed information on Quebec and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

Chapter 5

ADDENDUM: CHILD DAY CARE IN QUEBEC, 1988-1990

The purpose of this section is to discuss the main amendments to the *Act Respecting Child Day Care* since 1988 and the new guidelines for the management of child day care in Quebec made public in November 1988 in the *Policy Statement on Day Care Services* and ratified in May 1989.

The Act and the Regulations

In order to implement the guidelines in the *Policy Statement on Day Care Services* some amendments to the *Act Respecting Child Day Care* were necessary. The Bill to amend the *Act Respecting Child Day Care* was passed on June 22, 1989 and came into force on July 1, 1989, with some exceptions.

The June 1989 amendments to the *Act Respecting Child Day Care* (R.S.Q., 1989, Chapter 59) allowed the Office des services de garde à l'enfance (OSGE) to create an indispensable new development tool: regional planning. In fact, under the provisions of the new section 68.1 the OSGE would establish a resource development plan by region based on the identification of the needs and priorities of the population and consultations with persons and agencies involved, with the plan to be approved by the government.

Henceforth the OSGE may refuse to issue a license, authorize a change of location, or approve an increase in the number of children that the holder of a child care license may admit if the office feels that issuing the requested license or authorization would not be consistent with the development plan established by virtue of Section 68.1 of the Act.

The amended act also sets the maximum capacity of home day care agencies at 150 places, states that their license is for a certain area, and specifies how this area and capacity are to be determined.

New provisions also specify the role and function of advisory parent committees that must be organized by some license holders. The new provisions restrict the participation on these committees of parents who form part of the service staff and who serve on boards of management consisting primarily of parents in nonprofit corporations. (The restrictions on the participation of parents on boards of management came into force on July 1, 1990.)

As amended, the act allows for financial assistance for experimentation in the day care services field and the granting of subsidies to school boards that organize school day care services, to holders of day care centres, and to holders of nonprofit nursery schools licenses.

Finally, the amendments affected the definition of day care services recognized by the act. The amended definitions are as follows.

Day Care Centre: an establishment that receives at least ten children on a regular basis for day care for periods of up to 24 consecutive hours.

Home Day Care: means day care provided fee in a private residence by a natural person (not a corporation), for periods which may exceed 24 consecutive hours for:

1. to up to six children including the person's children, among whom not more than two may be under the age of 18 months; or
2. if the person is assisted by another adult, up to nine children including the children of both adults, among whom not more than four may be under the age of 18 months.

Home Day Care Agency: means a body authorized to coordinate all the home day care provided by persons it has recognized as responsible for home day care.

Nursery School: means an establishment that receives at least ten children from 2 to 5 years of age on a regular basis for day care for periods of up to 3 hours a day, but not pre-school care organized by a school board or a corporation of school trustees.

School Day Care: means day care provided by a school board to children receiving preschool education and elementary instruction in its schools;

Stop Over Centre: means an establishment that receives at least ten children on a casual basis for day care for periods of up to 24 consecutive hours. (Québec. *Act Respecting Child Day Care*, 1989, p. 54.1-1)

Note that sections 5.6 and 97 of the act respecting the issuance of licenses to stop over centres and nursery schools were not in force on March 31, 1990. The definitions of day care centres, nursery school, and stop over centre is effective July 1, 1991, and a license is required when at least seven children are cared for. Effective on the same date, a person who offers a home day care may, without being certified by an agency, care for at most six children. However, this person must be certified by an agency and be assisted by another adult if he or she cares for more than six but no more than nine children.

Table 5.1 and 5.2 show the number of day care services and total capacity of those services by caretype and region as of March, 1990. Increases in the number of services and overall capacity are evident in most regions since 1988.

Table 5.1 Number of Regulated Day Care Services and Number of Spaces, Per Region, as of March 31, 1990

Region	Day Care Centre		Home Day Care		School Day Care		Total	
	Service	Capacity ¹	Agency	Capacity ¹	Service	Capacity ¹	Service	Capacity ¹
01 Bas-Saint-Laurent	12	632	12	975	13	475	37	2,082
02 Saguenay-Lac-Saint-Jean	18	930	6	493	23	1,042	47	2,465
03 Québec	89	4,188	7	558	81	4,285	177	9,031
04 Mauricie-Bois-Francis	36	1,944	9	660	16	794	61	3,398
05 Estrie	38	1,738	4	300	27	818	69	2,856
06 Montréal	339	18,574	5	747	205	12,337	549	31,658
07 Outaouais	27	1,466	5	584	34	1,531	66	3,581
08 Abitibi-Témiscaminque	10	544	2	131	3	133	15	808
09 Côte-Nord	7	319	2	155	8	309	17	783
10 Nord-du-Québec	5	182	0	0	0	0	5	182
11 Gaspésie-Iles-de-la-Madeleine	7	270	5	270	2	75	14	615
12 Chaudière-Appalaches	30	1,290	6	408	14	362	50	2,060
13 Laval	29	1,421	3	243	46	2,844	78	4,508
14 Lanaudière	29	1,325	3	190	18	631	50	2,146
15 Laurentides	33	1,620	2	161	31	1,380	66	3,161
16 Montérégie	110	5,405	10	681	116	5,031	236	11,117
Total	819	41,848	81	6,556	637	32,047	1,537	80,451

¹ Capacity equals the number of spaces in the license, with the exception of school day care, where capacity is established on the basis of the number of "regularly attending" children, who occupy one space; and the number of "occasionally attending" children, who occupy 2/5 of one space.

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*, p. 44.

Table 5.2 Inventory of Stop Over Centres and Nursery Schools, Per Region, as of March 31, 1990¹

Region	Stop Over Centers	Nursery Schools	Total Services Available
01 Bas-Saint-Laurent	0	3	3
02 Saguenay-Lac-Saint-Jean	5	5	10
03 Québec	18	24	42
04 Mauricie-Bois-Francis	22	10	32
05 Estrie	10	16	26
06 Montréal	23	90	113
07 Outaouais	6	9	15
08 Abitibi-Témiscaminque	3	3	6
09 Côte-Nord	4	0	4
10 Nord-du-Québec	3	1	4
11 Gaspésie-Iles-de-la-Madeleine	0	0	0
12 Chaudière-Appalaches	7	6	13
13 Laval	4	4	8
14 Lanaudière	10	9	19
15 Laurentides	9	10	19
16 Montérégie	27	70	97
Total	151	260	411

¹ Sections 5 and 6 of the Act Respecting Child Day Care had not yet come into force. The services have no legal obligation to register nor to obtain a license from the Office de garde à l'enfance. This inventory was compiled for research purposes and should not be considered to be exhaustive.

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*, p. 45.

Day Care Services Financing Programs

Financial Assistance to Parents

The program which offers financial assistance to parents using day care centres for their children makes it possible to reduce the amount of the parents' contributions toward child care costs.

This program is aimed at parents whose children attend a day care centre, an agency-certified home day care, or school day care; the amount of financial assistance available is a function of net family income. In the case of children in school day care, parents can obtain financial assistance only if they are absent from the home because they study or work.

Henceforth the amount of assistance provided will be established on the basis of the day care centre's fees rather than on the basis of a fixed amount which is indexed periodically. The maximum daily financial assistance per child is set at 40% of the care cost plus a basic amount established at \$4.75 per child. This allows the financial assistance program to adjust to any change in fees.

Another policy measure was implemented as of April 1, 1990; it involved changing the rate of decrease in the scale for the assistance program in order to provide better support for eligible families, especially those with annual incomes between \$22,000 and \$25,000. Additional financial assistance is also available to needy families.

Finally, the parents of a child who attended the first year of primary school in 1989-1990 have a right to financial assistance for a full day during the summer of 1990.

The program for financial assistance in day care services is administered by the ministère de la Main-d'oeuvre, de la Sécurité du revenu et de la Formation professionnelle through the regional service offices of the Travail-Quebec network. In 1989-1990 a sum of \$50,435,621 was disbursed by virtue of this program.

Subsidies to Child Care Centres and Home Care Services

Day care centres and home day care agencies organized as cooperatives or nonprofit corporations and whose board of management is primarily composed of parents of children enrolled in these services may receive subsidies to establish and operate a service. Municipalities and school boards are also eligible for these programs.

Since April 1, 1990, for-profit day care centres and nonprofit day care centres not managed by parents may receive subsidies for infant care, for the integration of disabled children, and for staff professional development. They also have access to an annual subsidy of \$2,000 for the purpose of teaching material and for renewing equipment intended to provide improved support for the quality of life of the children.

1. Start-up subsidies

Start-up subsidies may be awarded to proponents of a new day care centre project that includes at least 20 spaces and a maximum of 60 authorized spaces. These subsidies allow for the renovation of rented locations and the purchase of land to construct a building. The subsidy covers part of the cost of refurbishing a building and equipment purchases and also includes a "salary" grant for hiring a project manager to provide advice and technical support for starting up the day

care centre; however, this does not apply in the case of school boards and municipalities.

The proponents of a home day care agency project may also receive certain amounts for start-up and operating expenses.

2. Operating subsidies

Operating subsidies are used to cover general operating expenses: equipment, administration, rent, etc. For day care centres, the subsidy is divided into two parts: first, a fixed lump sum for all eligible day care centres, regardless of the number of spaces authorized; and second, a sum set at 30% of the day care centre's income (parental contributions, amounts received from the program for financial assistance to parents, eligible donations). The sums allotted for the operation of home day care agencies are equivalent to an annual basic amount to which is added an amount determined on the basis of the number of children cared for, to a maximum consisting of the number of authorized places. This subsidy also provides for an annual amount paid to the head of a child care family certified by the agency, up to a maximum number of designated persons corresponding to one-quarter of the authorized places.

For day care centres this new funding formula translates into an increase in financing. By basing the formula on a percentage of the real child care revenues and indexing the basic amount, these provisions ensure that the subsidies can adjust to changes in costs and expenses. These latter vary considerably from one day care centre to the next even when their sizes are the same. In fact, this measure guarantees fairness for parents using child care services. In 1989-1990 the average amount provided to child care centres was \$20,000.

Furthermore, some day care centres with low attendance rates had a guaranteed subsidy \$5,000 higher than the subsidy received in 1988-1989.

The financing method that has been put in place is more suitable to the situation of home care agencies and more generous than the old one. Furthermore, in order to facilitate better organization and increased efficiency, licenses are now issued only to agencies with a minimum of 50 places and a maximum of 150 places.

3. Infant subsidies

Infant subsidies aim to cover the additional expenses related to the care of children under 18 months. The sums provided to day care centres are calculated on the basis of the number of authorized infants. These are conditional upon a minimum attendance rate. Home day care providers receive amounts corresponding to the real number of infants cared for in their home day care.

Table 5.3 shows the number of infant spaces by region and by auspice in day care services. Table 5.4 provides information regarding the total number of days that infants attended home day care. For example, in 11 facilities in Bas-Saint Laurent between April 1, 1989 and March 31, 1990, a total of 26,981 days of care were provided to infants.

Table 5.3 **Number of Spaces for Infants¹ in Day Care Centres, Per Region, as of March 31, 1990**

Region		Situation as of March 31, 1988							
		For-Profit		Non-Profit		Parent Managed		Total	
		Number ²	Capacity ³	Number ²	Capacity ³	Number ²	Capacity ³	Number ²	Capacity ³
01	Bas-Saint-Laurent	0	0	0	0	5	40	5	40
02	Saguenay-Lac-Saint-Jean	2	11	0	0	9	72	11	83
03	Québec	4	39	0	0	23	206	27	245
04	Mauricie-Bois-Francis	1	5	0	0	13	103	14	108
05	Estrie	0	0	0	0	13	129	13	129
06	Montréal	19	208	1	6	69	786	89	1,000
07	Outaouais	0	0	0	0	12	171	12	171
08	Abitibi-Témiscamisque	0	0	0	0	4	38	4	38
09	Côte-Nord	0	0	0	0	6	39	6	39
10	Nord-du-Québec	0	0	0	0	2	10	2	10
11	Gaspésie-Iles-de-la-Madeleine	0	0	0	0	1	7	1	7
12	Chaudière-Appalaches	1	5	0	0	10	65	11	70
13	Laval	0	0	1	5	6	58	7	63
14	Lanaudière	2	23	0	0	7	63	9	86
15	Laurentides	1	5	0	0	10	76	11	81
16	Montréal	10	71	0	0	38	311	48	382
Total		40	367	2	11	228	2,174	270	2,552

¹ Spaces for infants refers to spaces reserved for children under 18 months.

² Number equals the number of child care centres.

³ Capacity equals the number of spaces in the license.

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*, p. 46.

Table 5.4 **Number of Days Infants Attended Home Day Care Agencies, Per Region, Between April 1, 1989 and March 31, 1990**

Region		Agencies	Days
01	Bas-Saint-Laurent	11	26,981
02	Saguenay-Lac-Saint-Jean	6	18,100
03	Québec	7	24,224
04	Mauricie-Bois-Francis	9	15,291
05	Estrie	3	8,334
06	Montréal	5	35,622
07	Outaouais	5	18,644
08	Abitibi-Témiscamisque	2	3,435
09	Côte-Nord	2	3,634
10	Nord-du-Québec	0	0
11	Gaspésie-Iles-de-la-Madeleine	5	3,862
12	Chaudière-Appalaches	5	12,762
13	Laval	3	6,443
14	Lanaudière	3	5,402
15	Laurentides	2	5,104
16	Montréal	10	22,602
Total		77	210,440

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*, p. 46.

4. The disabled children integration subsidy

The disabled children integration subsidy aims to cover the additional expenses related to the integration of this type of client: study of records, daily functioning, and the conversion and purchase of specific materials and equipment. By covering such expenses, this program improves the access of disabled children to child care services. Table 5.5 provides information regarding the number of both child care centres and home day care agencies, in each region, receiving a subsidy to support the integration of disabled children.

Table 5.5 Number of Day Care Centres and Home Day Care that Received a Subsidy for the Integration of Disabled Children, Per Region, Between April 1, 1989 and March 31, 1990

Region Services		Day Care Centres							
		For-Profit		Non-Profit Parent Managed		Agencies		Total	
		Children	Services	Children	Services	Children	Services	Children	
01	Bas-Saint-Laurent	0	0	8	19	5	9	13	28
02	Saguenay-Lac-Saint-Jean	1	1	2	5	2	2	5	8
03	Québec	4	5	22	48	3	8	29	61
04	Mauricie-Bois-Francis	0	0	13	30	5	20	18	50
05	Estrie	0	0	13	20	2	5	15	25
06	Montréal	5	7	44	145	2	11	51	163
07	Outaouais	1	2	9	16	4	6	14	24
08	Abitibi-Témiscamisque	0	0	3	4	0	0	3	4
09	Côte-Nord	0	0	4	7	1	1	5	8
10	Nord-du-Québec	0	0	2	3	0	0	2	3
11	Gaspésie-Iles-de-la-Madeleine	0	0	1	1	0	0	1	1
12	Chaudière-Appalaches	2	3	11	24	3	6	16	33
13	Laval	3	3	6	13	1	4	10	20
14	Lanaudière	3	7	10	18	0	0	13	25
15	Laurentides	2	7	6	6	0	0	8	13
16	Monterégie	9	15	24	48	2	4	35	67
Total		30	50	178	407	30	76	238	533

Source: Québec. Office des services de garde à l'enfance. (1990). *Rapport Annuel, 1989-1990*. p. 47.

5. The training and professional development subsidy

The training and professional development subsidy covers the expenses related to the training and professional development of the staff of day care centres, agency staff, and persons responsible for home day care. In addition to allowing day care centres to meet the requirements of Sections 9 and 10 of the regulations respecting day care centres, this subsidy encourages the various parties to improve their skills in order to provide quality services to children.

6. The subsidy to increase the number of authorized spaces

The subsidy to increase the number of authorized spaces comes to the aid of day care centres that wish to make major improvements to their facilities in order to accommodate a larger number of children, as authorized by the OSGE.

7. The recovery subsidy

The recovery subsidy is made available to day care centres that are confronted with serious temporary financial problems.

8. The renovation subsidy

The renovation subsidy helps day care centres that need to carry out work in order to meet the requirements of an act or regulation other than the *Child Day Care Services Act* or the regulations respecting day care centres.

9. The group and association subsidy

The group and association subsidy is offered to nonprofit organizations of day care services regulated by the *Act Respecting Child Day Care*. These organizations may receive financial aid for operating expenses and for real costs related to information, educational, and safety-related activities in child care centres.

10. The summer care subsidy

The summer care subsidy is provided to nonprofit organizations that are already involved in activities for school-age children during the school year or summer season. This subsidy must be used solely for summer care projects.

Subsidies to School Day Care

School boards are eligible for start-up and operating subsidies for school day care. They may also now receive a subsidy for adding a child care facility to a school during the construction, expansion, or renovation of a primary school, upon authorization from the ministre de l'Éducation.

The budget for start-up and operating subsidies for the school day care program has been charged to the OSGE and transferred to the ministère de l'Éducation since the 1989-1990 fiscal year, while the budget to cover additions was allocated to the OSGE.

In July 1989 these new measures induced the ministère de l'Éducation and the OSGE to sign an agreement relative to the management of subsidy programs for school day care. A joint coordinating committee with three representatives from each of the parties involved has been formed in order to maintain close and efficient collaboration for the implementation of the protocols.

Child Day Care Staff: Training and Working Conditions

Financial Support for Training and Professional Development

Recognizing that training and professional development can improve the quality of service, and in accordance with the guidelines of the new policy, the OSGE now allots a subsidy for the training and professional development of the staff in day care centres and home day care agencies.

In 1989-1990 the subsidy provided to day care centres had two components: a basic subsidy established at \$150 per regular position equivalent to a full-time job to a maximum of \$2,000 and an additional budget for day care centres that could not meet the requirements of the regulations by the October 1991 deadline, even after using the entire basic subsidy.

The subsidy to agencies was set at \$750 each. This subsidy may be used for training agency personnel and persons responsible for home day care.

Le régime d'assurance collective et de congés de maternité du personnel oeuvrant en garderie (Group Insurance and Maternity Leave Programs)

As the result of the government's decision to allocate a subsidy to day care centres in order to allow them to contribute to the costs of a group insurance and maternity leave program, the OSGE took steps to put this plan in place. The government's commitment aims to defray a major part of the cost of this program up to a maximum of 3% of the applicable salaries, while ensuring that the subsidy will be used primarily to pay 100% of the cost of the maternity leave program, which will take the form of additional unemployment insurance benefits.

In order to ensure the implementation of this subsidy program, the OSGE is in charge of operating and administering the program, which includes two elements: group insurance protection and maternity leave payments retroactive to January 1, 1990.

In conclusion, the ministries and organizations involved in child day care services are eager to ensure the growth and development of those services. Numerous projects are proposed for the coming years, including projects relating to policy, to regional planning, to improved quality, and to enhanced working relations between all concerned groups.

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Chapter 6

A BIBLIOGRAPHY OF CHILD CARE IN QUEBEC

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

NEW BRUNSWICK REPORT

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Chapter 1

A SOCIO-GEOGRAPHIC OVERVIEW OF NEW BRUNSWICK

New Brunswick, one of the four Atlantic provinces, measures 73,440 square kilometres (28,355 square miles) in area. No part of the province is more than 180 kilometres from the ocean, and 90% of its area is forested (*Canadian Encyclopedia*, 1989).

The original inhabitants of New Brunswick, the Micmac and Maliseet Indians, are today, to a great extent confined to several reserves along the Saint John River and its tributaries as well as along the Atlantic coast. Most of the province's initial European colonists, the Acadian French population, originally settled on the colony's eastern coastline, where they are still concentrated.

New Brunswick became a colony of the British Crown in 1784, in the aftermath of the American Revolution when the Loyalists -- those persons from the American colonies loyal to the British monarchy -- immigrated to the area. The Loyalists settled largely along the colony's southern shore and the Saint John River Valley. Later, in 1867, New Brunswick was one of the four founding provinces of the Dominion of Canada.

In 1986, the population of the province was 709,445, making it the third smallest province, demographically, in Canada. The population is distributed in uneven densities along or near the coasts and along the St. John River. The interior is sparsely populated.

There are six principal cities in the province. Four are located on, or near, major bodies of water. In 1986, the largest city, Saint John, had a population of approximately 121,265, almost a sixth of the province's population. It is famous as the "Loyalist City" because the first Loyalist refugees landed there in 1783. Saint John is an industrial city with an oil refinery, pulp and paper mills, and dry dock facilities. It is also a major container port and its year-round ice-free harbour makes it a significant destination for ocean-going vessels (*World Book Encyclopedia*, 1988).

The second largest city in New Brunswick is Moncton with a population of 102,084 (1986 census). It is considered one of the cultural centres of the Acadian community. During the 1960s, the French-language Université de Moncton was opened, a fusion of three smaller universities all of which date back to the 1860s.

Fredericton, the capital of New Brunswick, has a population of 65,768. Much of its population is employed in government or one of its two universities.

Three single-industry cities are located in the north of the province: Bathurst (population 34,895), Edmundston (population 22,614), and Campbellton (population 17,418) (*Canadian Encyclopedia*, 1989).

New Brunswick is the only officially bilingual province in Canada; approximately two-thirds of its population is English-speaking and one-third is French-speaking. The cultural mix of the province has changed radically since the 1871 census when 80% of the residents indicated they had British origins. In the most recent census, 58% were of English, Irish, Scottish, or Welsh origins; 37% had French ancestors, and the remainder were mainly of Dutch and German descent. There are approximately 5,000 indigenous people (*World Book Encyclopedia*, 1988).

Before 1941 New Brunswick was more than 3/4 rural. Between 1961 and 1971, the farm population declined by about 50% in the Atlantic region as a whole, a greater percentage decline than in any other region of Canada. By 1971 New Brunswick was predominantly urban, though the urban population dropped from 52.3% in 1971 to 49.4% in 1986, partly due to migration to the suburbs (see Figures 1.1 and 1.2).

Economic Characteristics of the Province

New Brunswick prospered in the early colonial days as a shipbuilding centre; however, with the demise of that industry and competition from cities in central and western Canada, economic growth moved west, and New Brunswick never rallied significantly again. There have always been a number of barriers to the economic development of the province: foremost among them is New Brunswick's distance from major markets in the rest of the country. Today the province relies heavily on government assistance and seasonal resource-based income (*Canadian Encyclopedia*, 1989).

New Brunswick's economy has been dominated traditionally by the forest industry; however, its importance has declined dramatically in recent years. In the mid-19th century forestry made up more than 80% of the province's exports, but by the mid-1980s it accounted for only 5% of the jobs in the province and 2% of the Gross Domestic Product.

Agriculture has also been declining in importance in New Brunswick's economy. Direct employment in agriculture dropped from 26,680 or 20.8% of the labour force in 1951 to about 8,000 or 4.8% of the labour force in 1986. Most farm abandonment occurred in poor rural areas, farthest from local markets.

New Brunswick fisheries currently account for about 18% of the production of the Canadian east coast fisheries and 1% of the province's Gross Domestic Product. The industry has seen many fluctuations in the last two decades, experiencing a decline in the 1960s, a revitalization in 1977 with the assertion of the 200 mile (370 km) limit, and a decline in recent years due to a general reduction of fish stocks (*Canadian Encyclopedia*, 1989).

Mining, though of little importance traditionally, gained vitality with the discovery of extensive base-mineral reserves in the Bathurst/Dalhousie region in the 1950s. By 1981 New Brunswick's mineral output was valued at over \$124 million, and in 1986 almost 4,000 people were directly employed in mining. The growth of the mining industry has given economic vitality to the poorest section of the province, allowing for upgrading in transportation, education, health, and other services initiated in the 1960's program of equal opportunity (*Canadian Encyclopedia*, 1989).

The decline in the importance of the primary sector has been accompanied by an increase in the service industry. The province's principal employer in 1986, the service industry accounted for 64% of the jobs, 6.6% of the province's Gross

Provincial Product (about 5% higher than the national average), and over 70% of the total wages and salaries. Table 1.1 shows the percentage distribution of Gross Domestic Product for 1971, 1976, 1981, and 1986.

Table 1.1 **Percentage Distribution of Gross Provincial Product for New Brunswick, 1971-1986**

	1971 %	1976 %	1981 %	1986 %
Goods Producing Industries				
Primary Industries	33.4	34.2	31.7	34.2
Agriculture	1.7	1.5	1.5	1.6
Fishing and Trapping	.7	.5	.7	.8
Logging and Forestry	2.0	2.1	2.2	2.4
Mining	2.1	1.7	2.1	1.6
Manufacturing	15.4	15.9	15.2	15.1
Construction	8.3	9.6	5.8	6.6
Other Utilities	3.1	3.0	4.5	6.3
Service Producing Industries	66.6	65.8	68.3	65.8
Accommodation and Food Service	2.3	2.5	2.3	2.4
Education	7.5	7.4	7.0	6.8
Health Services	6.3	5.7	5.9	7.0
Government Services	4.4	4.8	5.7	4.9
All Other Services	46.2	45.4	47.5	44.7
Total	100	100	100	100

Sources: Statistics Canada. (1984). *Historical Statistics of New Brunswick*. (Cat. No. 11-608).
Statistics Canada. (1990). *Provincial Gross Domestic Product by Industry*.
(Cat. No. 15-203).
Statistics Canada. (1983-1985). *Provincial Gross Domestic Product by Industry*.
(Cat. No. 61-202).

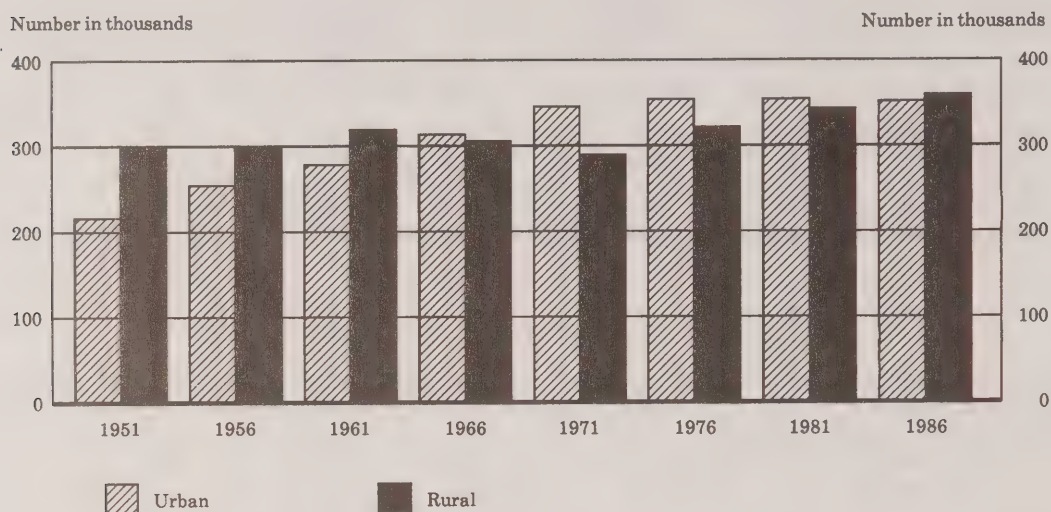
General Population Trends

Between 1931 and 1986 the population of New Brunswick grew from 408,219 to 710,422 (see Table 1.2). It is interesting to note that the present population of the province is roughly equal to that of the metropolitan area of Ottawa.

Since 1871 the population of the province has increased slowly and rather unevenly, a low of 0.5% a year being recorded between 1921 and 1931 and a high of 1.5% a year between 1951 and 1961. In recent years the growth rate has continued to fluctuate. Between 1961 and 1971 the population grew about 0.7% a year. This jumped to an average of 1% a year between 1971 and 1981 but dropped once more to 0.4% a year between 1981 and 1986.

The province has become more and more urban since 1871. From 1871 to 1941 almost 75% of New Brunswickers lived in rural areas. In 1951, the population was about 60% rural. From 1971 to 1986 the urban/rural split has remained roughly 50/50.

Figure 1.1 Rural and Urban Population in New Brunswick, 1951-1986



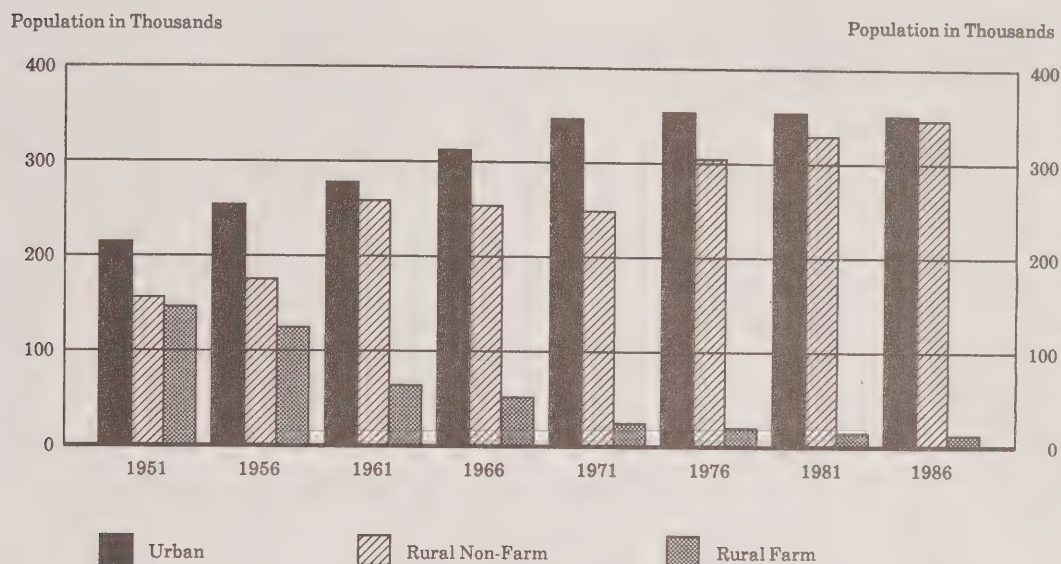
Sources: Statistics Canada. (1956). *Census of Canada*.
Statistics Canada. (1986). *Census of Canada*.
Statistics Canada. (1982). *Population, Age, Sex and Marital Status: Canada, Provinces, Urban Size Groups, Rural Non-Farm and Rural Farm*. (Cat. No. 92-901).
Statistics Canada. (1988). *Urban and Rural Areas, Canada, Provinces and Territories, Part 1*. (Cat. No. 94-129).

Because of the lack of economic opportunities in the province, New Brunswick has tended to lose many of its young people to more economically dynamic centres in other parts of Canada. From 1953 to 1971 out-migration greatly exceeded the number of newcomers. From 1972 to 1976 the trend reversed, reflecting reduced job opportunities in Ontario and Alberta. During the past decade, the annual outflow of people from New Brunswick has roughly balanced the inflow (Statistics Canada, Cat. No. 91-208, 1986).

Birth rates in post-war New Brunswick climbed to a record 36.4 per 1,000 population in 1947, reflecting the general "baby boom" of the post-war period throughout North America. Levelling off only slightly, this high rate continued until the late 1950s. By 1958 the birth rates had started to decline. Preschoolers were the largest population segment in New Brunswick between 1941 and 1961 (Dominion Bureau of Statistics, 1966). As Table 1.3 shows, by 1986 the population bulge was in the 20 to 29-year-old age group. The preschool population, children from 0 to 4, was smaller than any other age group under 40-years of age.

Figure 1.2

Urban, Rural-Farm and Rural Non-Farm Population for New Brunswick, 1951-1986



Sources: Statistics Canada. (1951). *Census of Canada*.
Statistics Canada. (1956). *Census of Canada*.
Statistics Canada. (1986). *Census of Canada*.
Statistics Canada. (1982). *Population: Age, Sex and Marital Status: Canada and the Provinces*. (Cat. No. 92-901).
Statistics Canada. (1988). *Population: Urban and Rural Areas. Canada, the Provinces and Territories. Part 1*. (Cat. No. 94-129).

Table 1.2

Population Totals by Year for New Brunswick, 1941-1986

Year	Population
1941	475,401
1951	515,697
1961	597,936
1966	616,788
1971	634,557
1976	677,250
1981	696,403
1986	710,422

Source: *World Book Encyclopedia*. (1988). *New Brunswick*.

Table 1.3 **Population by Age Groups and Total Population by Sex for New Brunswick, 1986**

Total Population	709,445
Male	350,765
Female	358,675
Age Group	Population
0-4	50,040
5-9	53,180
10-14	58,340
15-19	60,400
20-24	63,960
25-29	62,210
30-34	59,865
35-39	56,050
40-44	42,230
45-49	34,005
50-54	30,760
55-59	29,750
60-64	29,915
65-69	26,010
70-74	21,455
75-79	15,200
80-84	8,985
85-89	4,605
90 and over	2,480

Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status*. (Cat. No. 93-101).

As of the 1971 census, females began to outnumber males in New Brunswick. By 1981 women exceeded men by more than 4,000, and as Table 1.3 shows, by 1986 the number of females exceeded the number of males by almost 8,000. To a great extent, this sharp upward climb in the number of females reflects the increased longevity of seniors, particularly women.

Between the 1940s and the 1980s, births to single women have slowly and steadily increased. In 1947 when the birth rate was highest, single mothers had delivered 4.3% of all newborns. This number remained consistently low until the 1960s. By the early 1970s, the number of single mothers had increased to over 10% of total women giving birth and by the early 1980s, it had risen to over 16% (Statistics Canada, Cat. No. 84-204, 1986).

In the mid-1980s the majority of new mothers were in the 25 to 29 age bracket. However, a growing trend toward later motherhood is also evident. According to the available statistics for 1972 to 1981, New Brunswick has had one of the lowest abortion rates in the country, second only to Prince Edward Island. During this period the province reported less than four abortions per 100 live births, compared to a high of 34 in British Columbia and a national figure of 18 per 100 (Statistics Canada, Cat. No. 84-204, 1986).

Labour Force Characteristics

New Brunswick's total labour force has climbed slowly in the past 40 years, from 333,000 in 1948 to 541,000 in 1988. As Table 1.4 shows, the total labour force participation rate increased from 47.8% in 1956 to 58.8% in 1988. This increase reflects an increase in the number of women seeking employment in the paid work force.

The overall labour force participation rate for the province has been consistently lower than the Canadian average, by 7.5% in 1976 and 7.2% in 1986. In contrast, unemployment in New Brunswick has maintained a rate of about 4% to 5% above the Canadian average. It is highest in the northern regions of the province.

In 1976, 11% of the total labour force was unemployed, this increased to 14.3% in 1986 and dropped to 12% in 1988. The Canadian unemployment rates for 1986 and 1988 were 7.1% and 7.6% respectively.

Table 1.4 Labour Force Annual Averages, 1956-1986

Year		Population 15 years and over	Labour Force			Participation Rate %	Unemployment Rate
			Total 000's	Employment 000's	Unemployment 000's		
1956	M/F	351	167	154	15	47.8	9.0
	M	174	131	119	12	75.3	9.2
	F	177	36	35	N/A	20.3	N/A
1966	M/F	382	196	183	14	52.0	5.7
	M	186	140	129	11	75.1	7.9
	F	196	56	54	N/A	28.8	3.7
1976	M/F	473	253	226	28	53.6	11.0
	M	233	162	145	17	69.7	10.4
	F	240	91	80	11	38.9	12.0
1986	M/F	533	306	262	44	57.4	14.3
	M	259	176	150	26	67.9	14.9
	F	274	130	113	18	47.5	13.5
1988	M/F	541	318	280	38	58.8	12.0

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).
Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

As Table 1.4 shows, between 1956 and 1986 there was a dramatic increase in the labour force participation rate of women, rising from 20.3% to 47.5% between these two dates. Over the same time period the participation rate by men fell from 75.3% to 67.9%.

Table 1.5 shows the labour force participation rate of women with children from 1975 to 1985. In 1985, over half of the women with children under 15 were in the paid work force. As the figures show, the greatest increase in labour force participation rates has been among mothers with young children.

Table 1.5 Percent of Women 15 Years and Over with Children, by Age Groups, Showing Labour Force Participation Rate for New Brunswick, 1975-1985

Year	Youngest Child Aged:		
	Under 3 years %	3-5 years %	6-15 years %
1975	31.4	28.6	41.9
1977	33.4	37.7	43.3
1979	35.5	40.8	45.7
1981	42.4	45.4	51.1
1983	44.5	48.9	51.0
1985	49.8	52.6	56.9

Source: Statistics Canada. (1987). *Women in the Workplace Selected Data*. (Cat. No. 71-534).

The industrial composition of the labour force (Table 1.6) has seen dramatic shifts over the past four decades, perhaps most dramatically in the decline in the importance of agriculture. In 1951 just over 20% of the labour force was employed in agriculture. By 1961 this had reduced to 10%, and between 1971 to 1986 it remained stable at roughly 5% of the total labour force. Forestry has seen a similar though less dramatic decline while mining has increased in importance.

In 1951 primary industry and manufacturing sectors were the chief sources of employment in New Brunswick, particularly for men. Together they employed about 60% of the male and almost 20% of the female work force. The importance of these sectors has been declining steadily. In 1986, they employed a little over 28% of the male and 13% of the female work force.

In contrast, the service industry sector has grown in importance. The male employment rate in the service industry sector increased from 6% in 1951 to 17.5% in 1986. It is now the major source of employment for men, as it has been traditionally for women.

Throughout the period since World War II, the service industry sector has been the major employer of women. As Table 1.6 shows, almost half of female workers have been employed in this industry since 1951. Another 20% has been employed in trade, while manufacturing has employed about 10% of the women in the work force.

Resource extraction such as mining and fishing have never attracted much participation by women, although there has been some increase over the past 45 years. Sixteen women were employed in the mining sector in 1951 compared to 185 in 1986. Thirty-nine women were employed in the fishing industry in 1961, a figure which had risen to 550 by 1986.

Other traditionally male fields also show some female inroads. Forestry employed 142 females in New Brunswick in 1951. By 1986 that figure had risen to 1,260. The construction industry employed 113 females in 1951 and 1,795 by 1986.

Table 1.6 **Percentage of Total Employment in New Brunswick by Industry and Sex, 1951-1986**

	1951		1961		1971		1981		1986	
	%	Total	%	Total	%	Total	%	Total	%	Total
Agriculture										
M	19.9	26,277	9.0	11,733	4.0	5,605	3.1	5,555	3.2	5,800
F	1.3	430	1.5	656	1.7	1,060	1.5	1,705	1.8	2,305
Other Primary Forestry										
M	12.0	15,920	8.0	10,358	4.6	6,565	4.6	8,165	4.1	7,495
F	0.4	142	0.3	122	0.2	145	1.0	1,070	1.0	1,260
Fishing and Trapping										
M	3.3	4,419	2.8	3,626	1.8	2,495	1.8	3,150	2.1	3,760
F	0.1	39	0.1	29	0.1	40	0.2	185	0.4	550
Mining										
M	0.9	1,173	1.2	1,584	2.2	3,105	2.1	3,640	2.1	3,790
F	0.0	16	0.0	16	0.1	80	0.2	245	0.1	185
Manufacturing										
M	18.5	24,473	18.1	23,496	20.3	28,830	19.5	34,395	17.6	31,850
F	14.0	4,689	11.0	4,939	11.8	7,600	12.4	13,765	10.7	13,820
Construction										
M	6.5	8,643	8.4	10,863	10.5	14,845	11.1	19,645	10.6	19,210
F	0.3	113	0.4	189	0.8	520	1.5	1,665	1.4	1,795
Transportation, Communication, and Other Utilities										
M	14.2	18,847	15.1	19,624	13.9	19,675	12.4	21,985	12.2	22,000
F	5.7	1,895	5.2	2,316	4.5	2,915	4.1	4,595	4.1	5,250
Trade										
M	12.4	16,455	15.6	20,281	15.2	21,595	15.9	28,080	16.2	29,355
F	21.2	7,100	20.2	9,011	20.0	12,850	19.0	21,090	18.3	23,565
Finance										
M	1.1	1,507	1.6	2,079	2.0	2,825	2.2	3,905	2.5	4,475
F	3.5	1,179	4.0	1,796	4.9	3,155	6.0	6,605	5.3	6,845
Service										
M	6.1	8,105	8.7	11,347	13.5	19,090	16.6	29,355	18.2	32,855
F	49.8	16,686	52.0	23,246	48.4	31,065	45.7	50,780	48.0	61,815
Public Administration and Defense										
M	4.9	6,512	11.5	14,822	12.0	17,160	10.6	18,805	11.2	20,160
F	3.5	1,186	5.3	2,381	7.4	4,720	8.4	9,305	8.6	11,380

* Totals may not add to 100% due to rounding.

Source: Statistics Canada. (1988). *Dimensions: Industry Trends, 1951-1986*. (Cat. No. 93-152).

As Table 1.7 shows, clerical and related occupations have been the major career choices of women since 1961, followed by teaching. Social science and related fields are of increasing importance for women, and in the period since 1961 a greater percentage of the female labour force has been involved in managerial, administrative, and related occupations.

Table 1.7 **Percentage of Experienced Labour Force by Sex and Selected Occupation for New Brunswick, 1961-1986**

	1961 %	1971 %	1981 %	1986 %
All Occupations				
T	196,678	223,525	298,010	319,200
M	143,276	151,580	182,665	186,275
F	53,402	71,950	115,340	132,925
Managerial, Administrative, and Related Occupations				
M	3.0	3.8	7.1	7.4
F	1.4	1.6	3.2	4.6
Occupations in Natural Sciences, Engineering and Mathematics				
M	2.6	2.9	3.3	3.7
F	0.0	0.3	0.7	0.9
Occupations in Social Science and Related Fields				
M	0.3	0.7	1.5	1.2
F	0.3	0.8	1.8	2.5
Occupations in Religion				
M	0.5	0.6	0.5	0.6
F	0.1	0.3	0.2	0.2
Teaching and Related Occupations				
M	1.3	2.2	2.5	1.4
F	11.0	9.1	6.7	6.1
Occupations in Medicine and Health				
M	1.1	1.2	2.5	1.4
F	8.3	9.1	8.8	9.8
Artistic, Literary, Recreational and Related Occupations				
M	0.5	0.6	1.3	1.1
F	0.4	0.5	0.9	1.1
Clerical and Related Occupations				
M	7.1	6.3	5.8	5.2
F	27.0	28.2	32.5	30.2
Sales Occupations				
M	11.4	9.4	9.0	8.9
F	6.7	9.3	9.5	9.5

Source: Statistics Canada. (1988, November). *Occupational Trends, 1961-1986*. (Cat. No. 93-151).

Family Trends

While the Atlantic provinces still boast Canada's largest families, surpassed only by the Northwest Territories, the number of people per family is decreasing in this region as it is across the country. In 1956, the average New Brunswick family was made up of 4.2 people. That peaked at 4.3 in the 1960s, levelled off to 4 in 1971, and has been declining ever since.

Table 1.8

Average Size of Census Family and Average Number of Children, 0-24 Years per Family, New Brunswick and Canada, 1951-1986

	Average number of persons per family		Average number of children 0-24 years per family	
	New Brunswick	Canada	New Brunswick	Canada
1951	4.1	3.7	2.1	1.7
1971	4.0	3.7	2.0	1.7
1976	3.7	3.5	1.7	1.5
1986	3.3	3.1	1.3	1.2

Sources: Statistics Canada. (1979, December). *Children in Canadian Families*. (Cat. No. 98-819).
Statistics Canada. (1987). *The Nation: Families, Part 1*. (Cat. No. 93-106).
Statistics Canada. (1989). *The Nation: Families, Part 2*. (Cat. No. 93-107).

In 1986 the average size of a family in New Brunswick was 3.3 people. After the Northwest Territories, this was exceeded nationally only by Newfoundland with 3.6 and Prince Edward Island with 3.4 people per family.

The period since World War II has seen a trend toward fewer marriages and more divorces, causing a decline in the proportion of two-parent families and an increase in one-parent families. Table 1.9 shows the proportion of two-parent and one-parent families in New Brunswick and Canada in 1971, 1976, and 1986. New Brunswick has a slightly higher percentage of one-parent families in these three time periods than the Canadian average.

Table 1.9

Percent Husband-Wife and Lone-Parent Families, New Brunswick and Canada, 1971-1986

	Percent husband-wife families		Percent lone-parent families	
	New Brunswick	Canada	New Brunswick	Canada
1971	90.1	90.6	9.9	9.4
1976	90.0	90.2	10.0	9.8
1986	86.7	87.3	13.3	12.7

Sources: Statistics Canada. (1979, December). *Children in Canadian families*. (Cat. No. 98-819).
Statistics Canada. (1989). *The Nation: Families, Part 2*. (Cat. No. 93-107).

In 1951, 91.4% of all families declared the male as the head of the household. Of this number, 88.8% were two-parent relationships. Only 0.3% of family heads were divorced, and 0.2% were single. This trend continued into the 1970s. By 1986 the number of two-parent families had declined to 86.7% of all families, with a corresponding increase in one-parent families to 13.3%.

Table 1.10 shows the percentage distribution of children under 24 years living at home in husband-wife and one-parent families for New Brunswick and Canada.

Table 1.10 **Percent Distribution of All Children 0-24 Years, Living with Parents in Husband-Wife and Lone-Parent Families for New Brunswick and Canada, 1971-1986**

	1971		1976		1986	
	New Brunswick	Canada	New Brunswick	Canada	New Brunswick	Canada
Husband-wife families	90.8	90.4	89.9	89.5	81.5	81.1
Lone-parent families	9.2	9.6	10.1	10.5	18.5	18.8
Male Head	2.0	2.1	1.9	1.7	2.8	3.0
Female Head	7.2	7.5	8.3	8.8	14.1	14.3

Sources: Statistics Canada. (1979, December). *Children in Canadian Families*. (Cat. No. 98-819).
Statistics Canada. (1989). *The Nation: Families, Part 2*. (Cat. No. 93-107).

The dramatic increase in the number of children living in one-parent families between 1976 and 1986 in New Brunswick and Canada is noteworthy, especially the increase in the number of children living in families headed by a lone female -- from 8.3% in 1976 to 14.1% in 1986.

Table 1.11 illustrates the incidence of low-incomes in New Brunswick and Canada according to family structure in 1980 and 1985. New Brunswick has a higher rate of low-income for all family types than the national averages. The situation of families headed by a lone mother is particularly significant since over 50% of these families fall into the low-income category and 14.1% of New Brunswick's children live in families headed by a lone female.

Table 1.11 **Economic Families, Showing 1980 and 1985 Income Status**

	1980 Income Status			1985 Income Status		
	Total	Low Income	Incidence of Low Income %	Total	Low Income	Incidence of Low Income %
Canada						
All economic families	6,345,690	825,685	13.0	6,761,520	965,465	14.3
Husband/Wife	5,499,545	530,025	9.6	5,763,505	595,620	10.3
Male lone parent	93,585	14,780	15.8	113,930	22,570	19.8
Female lone parent	501,495	228,775	45.6	597,780	285,245	47.7
New Brunswick						
All economic families	177,510	28,710	16.2	187,925	32,025	17.0
Husband/Wife	151,995	18,330	12.1	159,010	19,560	12.3
Male lone parent	2,690	555	20.7	2,895	885	30.6
Female lone parent	14,295	7,855	55.5	16,725	9,270	55.5

Source: Statistics Canada. (1986). *Census Summary of Tables*. (Table IN86B01C).

Summary

As the 1990s begin, the trend toward urbanization which was dynamic in the 1940s and 1950s appears to be stabilizing, with approximately half of the population of New Brunswick presently living in urban centres and half in rural areas. Families are smaller and more mobile than in previous decades. As of 1986 over half of mothers with children at home were participating in the paid work force.

These changes in family structure and female employment patterns have created demands for child care which could hardly have been anticipated 20 or 30 years ago. Today, public attitudes and government policies are evolving in response to the needs of the children of New Brunswick and their families in the 1990s. The evolution of services for children in New Brunswick in this century is the subject of the next section.

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Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE IN NEW BRUNSWICK

The efforts of many dedicated individuals, associations, and institutions throughout this century have served to improve the quality of life for children in New Brunswick. The fight has been uphill, with many setbacks and disappointments as well as victories along the way. The history which follows attempts to capture the struggles, the issues, and the advances in the efforts to provide for the care of New Brunswick's children.

This section on the child care history of New Brunswick is divided into seven subsections. It begins with an overview of the period from the turn of the century through the 1960s, a time in which child care was provided largely by friends and extended family or, in the case of families lacking access to this informal safety net, by institutions. The second subsection deals with events in the 1970s, the beginning of formal involvement by the provincial government in the provision of child care. Following this, the child care scene in the 1980s is reviewed. Separate subsections follow on staff training, kindergarten, and early intervention. The section terminates with a brief overview of the major issues facing child care in New Brunswick in the 1990s.

Child Care from 1900 through the 1960s: Family and Friends, or Institutional Care

The early history of child care in New Brunswick is intimately intertwined with child welfare services. In the absence of a publicly-funded infrastructure to help families fulfill their child care role, those who ran into economic difficulty and who couldn't fall back on extended family and friends were forced to struggle through on their own or turn to child welfare institutions. Families with no money to support their children often had to give up custody of them. The early history of child care in New Brunswick is, therefore, the history of the role played by family and friends and by welfare institutions in providing for the care of children.

As was the case in the rest of Canada, the care of children in New Brunswick was almost exclusively the responsibility of the extended family until well into the 20th century. Mothers usually worked in the home or nearby, and families were expected to attend to their own needs, including the care of their children. This often meant that the older children were obliged to leave school early, the girls in order to look after their younger siblings and the boys in order to work and supplement the family income. For many families the care and upbringing of children was a constant struggle.

In one family in rural New Brunswick which was typical of many others, the eight children moved in with members of the extended family each time the mother was hospitalized. When the eldest son turned 14, he was required to

leave school. He had a dual role: a caregiver when needed and a woodsman at other times. When the second brother turned 14, he too left school. He took over the caregiver role while the eldest brother, then 16, started to work in construction with the father, coming home only once a month (B. Dietz, personal communication).

For the children of working mothers who were lucky enough to have access to an extended family or friends, child care arrangements could be satisfactory. The story of Mavis Hurley, presently New Brunswick's Deputy Minister of Income Assistance, illustrates the traditional child care role of the extended family. Mavis's mother, one of the few working mothers in the late 1940s and early 1950s, would drop her daughter off at the family home in the morning on her way to work and pick her up at night. Mavis recalls the social climate of the extended family, the days spent with her grandmother and an aunt, as a positive experience (Mavis Hurley, personal communication).

Working mothers not only had the problem of child care to contend with but also the social attitudes of the time. A woman from the Mirimachi region of the province recalls that when women first stepped outside the homemaker role, they often became objects of shame, ridicule, or scorn in their community. The working mother, not yet an accepted cultural norm, was associated with poverty, widowhood, or paternal incapacity due to illness. Outside the extended family, a social infrastructure for the care of children was virtually non-existent, and mothers were left to fend for themselves. Such child care as existed was frequently haphazard and of questionable quality. The government assisted in paying for the care of children of poor working mothers only when there was an identifiable welfare need.

The tale of two infant New Brunswickers, revealed in the 1928-29 Child Welfare Survey, is indicative of the inadequate child care for the working poor. "One woman, a widow, has two illegitimate children who get no care while mother works. One of these babies died in 1926 of neglect. One was adopted in 1927 by a syphilitic, tuberculous...(woman)..." (New Brunswick, 1928-29, p. 58).

The care of children who were severed from their families because of poverty, parental death or disability was provided largely by institutions, often with a religious affiliation. The New Brunswick Protestant Orphan's Home, which operated until 1976, was the largest such institution in the province. It began in 1854 as the Saint John Protestant Orphan's Home. Throughout its history it served not only orphans but also children whose families were unable to care for them for other reasons, such as parental separation, desertion, hospitalization of the mother, and illegitimacy.

A former resident, Ralph Doherty, has recorded his own experience in the 1940s. His story is typical of many. His father contracted tuberculosis in 1935. "There was no welfare in those days so the doctor made arrangements for us to live on the parish." His mother attempted to support him and his four sisters on \$12 a month by doing housework for neighbours. She would come home exhausted, with calluses on her knees, and for the next few years she struggled to keep the home going. Eventually she had to admit defeat, and by 1940 the children, too young to work themselves, were put in the orphanage (McCullagh, pp. 138-144).

In the north, the Roman Catholic Sisters operated the Mont Ste. Marie orphanage which provided care for French Roman Catholic children from broken families as well as for wards of various children's aid societies. Smaller institutions were found throughout the province. Many children ended up in municipal homes which had become a catch-all, providing shelter for all types of people, children as well as adults.

No attempt was made to enforce standards of care in these institutions, and according to the 1951 Health Survey, public payment to private facilities for child maintenance was not related to the actual cost of care (New Brunswick, 1951). Even in 1963, the New Brunswick per diem rate was the lowest in North America.

The Catholic Welfare Bureau came into existence in 1944 as a result of a New Brunswick Health Survey. Other arms of child welfare recognized by government at the time were the Moncton Municipal Welfare Bureau, the Saint John Welfare Association, and a network of seventeen children's aid societies. These children's aid societies operated, in the main, "with staff insufficient in quantity and quality, with limited community support, and with ill-defined functions" (New Brunswick, 1951, p. 404). Children remained for long periods of time in shelters designed only for temporary care.

On April 25, 1951, the Health Survey Committee, under Chairman Ruth Cook Wilson, presented a series of recommendations to the Minister of Health and Social Services which were to affect the lives of many children in New Brunswick in subsequent years (p. 423). It recommended that:

- the archaic *Poor Law* of 1786--New Brunswick's first welfare effort--be replaced by an up-to-date social assistance act;
- all children be removed from municipal homes--unless the home was specifically designed for that purpose--and from other institutions where adults were confined;
- the *Protection of Children Act* (1927) be revised, and all legislation affecting children be consolidated into one act;
- the *Adoption Act* (1946) be amended to provide for a minimum probationary period in the adoption home for at least one year under skilled supervision;
- the *Illegitimate Children's Act* (1926) be replaced by one which meets the needs of the unmarried mother and her child;
- the Welfare Branch be ultimately responsible for the licensing and inspection of all private institutions, the guardianship of all children made wards, services to unmarried mothers, protection of children in their own homes, actions under the *Adoption Act*, and welfare services in connection with juvenile court.

By 1956, 1,179 children in New Brunswick were wards of the various children's aid societies. Though conditions were beginning to improve, the needs of children -- especially the children of low income families -- were far from being met.

Another issue in the child care scene in New Brunswick at this time was lack of facilities for mentally disabled children. On October 1, 1959 the *Mentally Retarded Children Act* was proclaimed; it provided \$1.00 per diem to approved facilities offering care to this population (New Brunswick Advisory Council on the Status of Women 1979-1980, p. 7). This act, though a step in the right direction, was far from ensuring adequate services to meet the needs of this population. Public opinion was awakening, however, and in the ensuing decades services for special needs children would be improved.

In the 1960s and 1970s, it became evident that the era of the large child care institution was ending in New Brunswick and the government's role in providing services for children was becoming more firmly entrenched. Many day care centres had opened in order to meet the demand of ever-increasing numbers of mothers entering the work force. Because these centres were unregulated and under-funded, there was cause for concern about the quality of care they offered. The concept of early childhood education was becoming better known, professionals were appearing, associations were emerging, and universities were becoming interested in the field. The social climate of the province was evolving, setting the stage for the more formal government involvement which was to mark the 1970s. In 1972 the Early Childhood Education Association was formed in Fredericton, headed by Donna Webber. The stage was set for new approaches to the care and education of young children.

The 1970s: A More Responsive Society

The change in attitudes towards women's role in society and toward their increased participation in the paid work force was effecting the child care scene through the 1960s. By 1971, the province's female labour force stood at 71,950 (1971 Census). In the previous two decades it had more than doubled, with the result that babysitting and care by the extended family -- traditionally the prime method of child care for working mothers -- was no longer able to meet the need. The day care centres that existed often functioned in private homes or community centres. Many had been initiated under Local Initiative Project (LIP) grants from the federal government, a funding source which was being phased out in the early 1970s. A push had started for government involvement in order to provide some assurance of quality. Caregivers met in May and June of 1972 and identified specific problems such as inadequate fee structures, under-qualified and poorly paid staff, poorly equipped centres, an unsympathetic government and lack of standards.

By the fall of 1973 New Brunswick was the only remaining province in Canada without day care regulations. (Regulations in the territories were still in a developmental stage.) The only standards were those of the fire marshal's office, and they were often disregarded. Educators, day care operators, and parents were clamouring for something better. Events were beginning to move rapidly -- the need for early childhood education services was in the air. In 1973 two conferences on early childhood education were held: one in Fredericton in English at the Monsignor Boyd Family Centre, initiated by Fredericton's Early Childhood Education Association, and one in Moncton in French at the Université de Moncton. The interest in early childhood education led to the establishment of Garde de Jour NB Day Care, an association of day care workers and directors funded by the provincial government. The first chair was Ken Pierce, director of the South End Day Care Centre in Saint John; Claudette Arsenault (Bradshaw) of Parkton Heights Community Day Care was the vice-chair, and Doreen Kissick, from Head Start, Fredericton served as the secretary-treasurer. The regional representatives were Bruce Moore and Donna Webber, Fredericton; Rina Volpe, Grand-Falls-Edmunston; Marthe Maillet and Dina Brown, Moncton; Theresa Wright, Newcastle-Chatham and Muriel Virtue, Saint John-Sussex-St. Stephen. Spurred by the anticipated release of a government report on the family and child care, the Association's aims were to push for standards, to improve public awareness, to promote acceptance of day care, and to urge support for the conditions required for quality care.

With the phasing out of the LIP grants in 1974, many day care centres began to run out of funds. Garde de Jour NB Day Care, with a membership of 35 centres, urged federal/provincial cooperation in day care cost-sharing. The provincial government reiterated its categorization of child care as welfare by indicating a willingness to seek funds for the "working poor".

Finally in September 1974, the *Day Care Act* was proclaimed. The Act included 40 regulations encompassing staff/child ratios, health and safety standards pertaining to the physical facility, fire safety regulations, health standards for staff and children, and administrative procedures. The Act also made efforts to ensure equal access to services. In effect, it set out a fee schedule allowing the Department of Social Services to subsidize low income families to a maximum of \$4.75 per day per child. Though this was an improvement over the \$2.31 per diem which some centres had been receiving, it was insufficient to cover the costs of quality care, calculated at that time at \$5.54 per day.

The Act was essentially a social welfare document which gave the child's physical well-being paramount importance. The educational component, lacking in this legislation, remained an issue into the 1990s. The Department saw itself as filling two roles through this legislation: providing for the care and protection of children and ensuring parents access to services.

Day care licensing, which also began in 1974, was made the responsibility of the Department of Social Services in cooperation with the fire marshall and public health officials.

By the fall of 1976, Garde de Jour NB Day Care was three years old. Now headed by Bruce Moore, its 20-centre membership represented about half the day care centres licensed under the new legislation. Though the association was experiencing internal difficulties, its public relations efforts, coupled with the provincial government's "sanitation and safety" standards, created the illusion that licensed centres were bright "homes-away-from-home" for children. In reality, the provincial day care supervisor, also responsible for Indian Affairs, was unable to make regular visits to the 38 licensed centres scattered around the province. The problem of having regulations with insufficient personnel to enforce them remains an issue to the present day.

Through the 1970s Garde de Jour NB Day Care, under the successive leadership of Glen Pelshea of Fredericton and Celine Roy of Bimbo Day Care Centre in Bathurst, continued to make efforts to improve the quality of child care in the province. The association was often divided between members seeking to make child care more profitable and those who sought better standards.

The efforts of the association were reinforced by the New Brunswick Advisory Council on the Status of Women. Established in December 1977 under the direction of Madelaine Delanie-LeBlanc, the advisory council was to have a positive and continuing impact on the child care scene in New Brunswick. With the proclamation of the International Year of the Child, the council commissioned a study of day care in the province. The study findings included the following:

- 44% of all women over 15 years of age were in the paid work force;
- 75% were married or the head of a household;
- working mothers saw day care centres as an attractive alternative to babysitters, relatives, or private home care;

- the cost of day care varied from \$120 to \$130 a month in licensed centres; private homes were generally lower;
- there were 45 licensed centres providing 2,970 spaces;
- most centres were privately run; some were co-ops, church-operated facilities, or parent-owned corporations (mainly in the French sector);
- day care was still lacking in rural areas;
- few centres were willing or prepared to care for children under two.

The report contended that New Brunswick day care centres were providing only minimal care. It underlined the need for stronger government commitment to conveniently located, publicly financed community day care offering a variety of programs and flexible hours. "For most women, day care services just aren't available, or do little to meet their needs. Rural women and those who work shifts have no option other than a private sitter" (New Brunswick Advisory Council on the Status of Women, 1979-1980, p. 9).

Also in 1977 the French community showed its growing interest in the quality of life of preschool children with the formation, under the initiative of Yvette LeBlanc of OMEP-NB (Organisation mondiale de l'éducation préscolaire-NB), a provincial branch of OMEP-Mondial. It established regional committees in several communities in the province and has played a key role in educating the French-speaking community about the needs of preschool children and in lobbying for quality programs for young children. Its annual conferences, which brought together practitioners and parents from around the province, were an important catalyst for developing interest in and awareness of issues concerning young children.

The 1970s were a fertile period for early childhood education and specifically for day care in New Brunswick. Beginning the decade without day care legislation and with no clear consensus about the government's responsibility in the area of day care, the province entered the 1980s with a community more aware of the needs of its children and actively taking measures to meet those needs.

The 1980s: Advances in Child Care

In 1981, 46% of mothers who had children at home were in the work place. By 1985 the number had swelled to almost 53% (Statistics Canada, Cat. No. 71-534, 1987, March). Support services were now acutely needed to care for the children. In addition, the continuing absence of a public kindergarten system in New Brunswick meant that working parents had to arrange child care for a year more than most parents in Canada.

The *Child and Family Services and Family Relations Act* (1980), an Act that encompassed day care services, reflected a change in attitudes, both in the public mind and within government policy-making bodies, towards society's responsibility to provide care for its children. No longer a welfare issue, day care was becoming widely viewed by the public and by policy makers as a child development service with a role to play in strengthening and supporting families.

Though government response to the increased need for child care was often slow, action was being taken. In 1981, the Department of Social Services increased the per diem child subsidy to \$7.25. Over the previous 3 years, the government's day care budget had doubled. An average of 447 children per month were now receiving day care subsidies, and the government had gone on

record as committed to setting up a day care staff-training program in conjunction with the Garde de Jour NB Day Care Association and New Brunswick Community College. A full-time director of day care services was appointed, and for the first time, the position was filled by an early childhood specialist. The push was on to improve the quality of life of children in day care.

Also in 1981 the New Brunswick Advisory Council on the Status of Women, under the direction of Madelaine Delaney-LeBlanc, launched a campaign to improve the quality of day care in the province. According to the council's research, day care centres were under-funded and were operating, the council claimed, at the expense of their workers, who earned an average of \$3.11 an hour (New Brunswick Advisory Council on the Status of Women, 1981).

The Council reflected the views of many specialists and women members when it spoke of the need for a new vision of day care services and of moving day care from the welfare domain to the status of a necessary community service. The Council encouraged government, employees, unions, municipalities, and users to cooperate in promoting quality care. Government, the council recommended, should provide more day care assistance to needy families and provide start-up grants for new day care centres as well as a flat annual subsidy for each licensed space. These recommendations had an effect on government actions in the ensuing years.

During the early 1980s community home and family day care providers began to talk about their own needs. According to Marie Cashion of the University of New Brunswick and Barb Kelly, organizers of the first family day care workshop in Fredericton in the spring of 1982, about 80% of Canada's day care children were placed in family day care. At this meeting family day care providers expressed a need for direction, training, and professional communication, needs which are still largely unmet (Marie Cashion, personal communication).

In 1982 the Southern New Brunswick Preschool Association was initiated. This association provided inservice training and networking for preschool educators. Throughout this time, the Garde de Jour NB Day Care Association was working very intensely with the Department of Social Services to promote standards for quality care and training. Their efforts bore fruit in the establishment of day care training in the community colleges with the first one-year program being established at Campbellton in 1982 and the second at New Brunswick Community College Woodstock through its Fredericton Centre in 1983. One of the concerns of the association was to provide accreditation and training for workers who were already in the field. The development of these courses will be discussed later in this section.

The 18 New Brunswick delegates who attended the Second National Day Care Conference in Winnipeg in the fall of 1982 discovered that New Brunswick legislation compared favourably with that of other provinces. The quality of the legislation reflected the efforts of an increasingly sophisticated early childhood education community in the field, at the government level, and in colleges and universities. Like others who attended the conference, Pam Easterbrooke-Nadeau, the executive director of Garde de Jour NB Day Care, returned from it with a new political agenda. The advocacy movement had received fresh impetus. Early initiatives of the New Brunswick Advocacy Association included lobbying, producing a news bulletin, organizing annual workshops, and circulating TV announcements. The Association played an important role in raising awareness.

On the government front, new day care regulations were put in place in 1983 which created a formal process of approval for community day care homes. In 1984 New Brunswick had 2,914 children cared for in 641 licensed centres. Of these, only 165 were infants. Parents were paying between \$9 and \$10 a day while estimated costs for quality care ranged from \$13 for preschoolers to \$15 for infants. Staff averaged \$4.41 an hour.

In September 1984 at its annual meeting in Newcastle, the Garde de Jour NB Day Care Association decided to launch a province-wide day care lobby. Led by Laura Smith of Oromocto and Celline Roy of Bathurst, the lobby was supported by the New Brunswick Advisory Council on the Status of Women.

The media blitz initiated by this lobby played a major role in educating the public about day care and the issues confronting the field. The government responded by augmenting its financial support, offering an increase in the rates paid for subsidized families from \$10.85 for newborns to two-year-olds and \$8.50 for two to six-year-olds to \$13.00 and \$11.00 respectively. The flat rate grant remained at 30 cents per child per day, a far cry from the \$3.00 sought by the Association.

Throughout this period the government was decentralizing the administration of day care services. By 1985 three regional day care consultants had been hired, each with early childhood training and experience. Though there was a pressing need for more personnel in the day care division, the government was moving in the right direction. Curriculum materials were being developed in both English and French, and the regional consultants were filling a much needed role in educating service providers and improving the quality of day care centres.

By October 1988 the number of approved day care centres in the province had increased to 143 (57 profit and 86 non-profit) with a total of 5,201 approved child spaces (1,137 in rural areas and 4,064 in urban areas). Of the 86 non-profit day care centres, 17 were specifically for school-age child care and accounted for 511 of the total child spaces. Of the 20 community day care homes, 11 were located in urban settings and the remaining nine were in rural or semi-rural locations.

Since 1985 there have been a series of incremental increases in government subsidies to day care. With the last one in 1988, the average day care fees reached \$11 per day for children 2 years old and older and \$13 per day for children 0 to 24 months old. Day care centres could receive equipment grants of \$1,500 per year; a flat rate grant of \$45 per approved child space per year; a special needs grant of \$400 per year per special needs child, and a professional development grant of \$75 per year for each member of the primary staff.

Through the 1980s New Brunswick made considerable strides to improve day care services for children. At the end of this section we will summarize some of the challenges which lie ahead.

Preparation of Early Childhood Educators

In the spring of 1977 the University of New Brunswick, and in the spring of 1978 the Université de Moncton, graduated their first classes of teachers specializing in early childhood education. The four-year programs at both universities had been initiated in 1973 at the time when the provincial government was promising public kindergartens. These programs continue to attract students who are prepared to teach kindergarten and the early

elementary grades. Though many of the graduates are attracted to the salary and benefits offered in the public school system, a number opt each year to teach in private or community organized kindergartens or day care centres.

The core of professionals these programs have produced has no doubt improved the quality of early childhood education in the province, both in kindergartens and in day care. Graduates have been instrumental as policy makers in the government and as early childhood advocates in their communities. The high quality of some preschool centres in the province is due, to a great extent, to the leadership provided by this group.

Another level of training which has had a positive impact on the quality of day care services in New Brunswick is the Day Care Certificate Training course offered through the community college system under the Department of Advanced Education and Training. In 1981 Garde de Jour NB Day Care was pressuring the provincial government for a two-year course for day care workers. The government was reluctant to offer a two-year course when graduates would be earning no more than the minimum wage. Rather than taking measures to improve wages, the government agreed to organize a one-year certificate course in conjunction with a second year diploma program offered through evening classes.

In September 1982 the Department of Advanced Education and Training, through the New Brunswick Community College (NBCC)- Campbellton, implemented the Day Care Training program for 15 students. The following year the program was implemented for the anglophone population through NBCC-Woodstock. Later, it was transferred to NBCC-Saint John.

In 1985-1986, the Department of Advanced Education and Training through the New Brunswick Community Colleges in Campbellton and Saint John implemented an assessment of competencies program. This program evaluated the skills of individuals with two or more years work experience in day care. Upon successful completion they were granted an equivalency certificate (Day Care Level I).

Since 1987 funding has been provided by the Canada Employment Centre for day care workers to receive formal training in Level 1 on a part-time basis through the nine community colleges in New Brunswick. Between 1987 and 1989, 511 students have enrolled in the training, and 50 have successfully completed the program.

Kindergarten

In the early 1970s, along with the demand for day care legislation, pressure was building for the government to establish a public kindergarten system. Kindergartens were a private issue, unregulated and largely unsupported by public money. Private kindergartens were generally available to parents who could afford them and who lived close to a population centre. However, children from rural areas and low-income families rarely had access to kindergarten. The problems of inequality of access and lack of quality control continue to characterize the kindergarten issue in New Brunswick.

In the 1970s kindergarten and day care were viewed by decision makers in the government and by the general public as totally distinct from one another: kindergarten was educational, and day care was custodial. Kindergarten fell under the mandate of the Department of Education; day care was under the Department of Social Services. Though some professionals in the field felt that

New Brunswick had a unique opportunity to develop a comprehensive early childhood service -- coordinating kindergarten and day care--this idea was not accepted by decision makers.

Premier Hatfield's Conservative Party promised universal kindergartens in the 1974 provincial election campaign. The task force to be subsequently established would lead to pilot projects beginning in September 1975 and, officials promised, to the full-scale introduction of a public kindergarten system by September 1976.

The presentations to the 1974 kindergarten task force highlighted various issues, including the need for specialized teacher training in early childhood, the need for a program adapted to the needs of the five-year-old child, the danger of the kindergarten curriculum becoming a watered-down grade one, and the need for small child/teacher ratios. Some presentations expressed concern about the possibility that kindergarten might reduce funding for the existing school system. The problem of transportation was addressed, along with other concerns and general reservations from people in the public school system. In spite of the money already invested in the eight pilot kindergartens and the preparation of program outlines in both English and French--and the findings of the task force--the government decided that the estimated cost of \$25 million was more than the province could afford, and the implementation of kindergarten was placed on the back burner.

At the time of the task force, many existing kindergartens which had been operating under LIP funding were running out of money. Of the approximately 200 private kindergartens in the province, many were staffed by unqualified teachers, and few staff members had any training in early childhood education. These teachers shared with teachers in day care centres the problem of low wages and lack of job benefits.

Despite the lack of provincial government support, the kindergarten teachers in both Moncton and Saint John had formed kindergarten associations. The teachers met regularly to exchange ideas and discuss issues. In the early 1970s the kindergarten teachers in Fredericton also formed an association.

Throughout the 1970s various groups organized lobby efforts for public kindergartens. In 1978 the Jerome Boudreau school board organized a common front for publicly funded universal kindergartens. This "front" included 84 organizations, 18 school boards, and many individuals. They argued that publicly funded kindergartens were required in order to provide children from low-income families who could not afford the existing private kindergartens with an equal chance in the school system. The campaign for public kindergartens led to a province-wide march on the provincial legislature in 1981 organized by OMEP-NB and faculty members in the early childhood programs at the Université de Moncton and UNB. Once again, the government included public kindergartens in its campaign promises but reneged when it regained power.

In the fall of 1983, under the leadership of Laurida Arsenault, OMEP-NB initiated a subgroup--CPEP (Conseil provincial des éducatrices au préscolaire)--a French language provincial council of preschool educators. Their mandate was to provide continuing education for their members as well as to lobby government for improved working conditions for kindergarten teachers. Much of their energy was concentrated on the push for a public kindergarten system. In recent years CPEP and the Greater Fredericton Kindergarten Association have combined their lobbying efforts.

Though the promise of public kindergartens is usually in the platforms of all parties in election campaigns, New Brunswick remains one of only two Canadian

provinces without a publicly-funded system. At the end of the 1980s private kindergartens serve approximately 60% of the five-year-olds in the province. Parents pay fees of anywhere from \$40 to \$85 a week. The government has produced program guides in English in 1987 and French in 1989 which are a help in assuring a more uniform program around the province. Many kindergartens, especially in the French areas of the province, are run by parent boards; increasing numbers of kindergartens have teachers with early childhood training, and some are approved and funded through the Day Care Services Program of the Department of Health and Community Services. The fact of the matter is, however, that there are no regulations controlling kindergartens. Though some are of high quality, many are of questionable educational value, and some are quite literally dangerous, being housed in basements with only one exit.

Early Intervention/Headstart

In New Brunswick the term "early intervention" refers to a variety of programs serving preschoolers with special needs. Programs are directed specifically toward children who are physically or mentally handicapped or emotionally disadvantaged, or both.

The Canadian Association for Community Living has promoted a number of "early intervention services" targeted at children from birth to three-years of age who are physically or mentally handicapped and their parents. These programs evolved into a government service called "Early Intervention Programs" in the 1980s with the Department of Health and Community Services gradually assuming funding responsibility. The closure of the William F. Roberts Hospital in 1985 created an expectation that early intervention programming would be taken up at the community level. The anticipated growth of special needs services to children did not materialize, however. Eventually, with few or no programs in existence to serve the three to six-year-old child with special needs, Early Intervention Programs expanded its mandate as far as the available financial resources would allow, in order to continue serving these children until they entered the public school system. As of 1988 there were 17 provincially funded early intervention programs around the province; 15 were home-based and two were centre-based. These programs serve children with physical and intellectual disabilities and may include socially disadvantaged children. They are funded under the Family and Community Social Services division of the Department of Health and Community Services. They are run by non-profit Boards of Directors. Programs have been initiated by individuals and local bodies of the New Brunswick Association for Community Living (NBACL). One of the centre-based programs, Moncton Head Start, initiated in 1974, offers a program for two to five year old children from low-income, multi-problem families. This program is unique in its focus on the prevention of child abuse and intergenerational poverty. It includes a parents' program of group training sessions, individual counselling and advocacy services.

Under the *Schools Act* (1987) and the *Education of Aurally or Visually Handicapped Persons Act* (1975), the Department of Education is responsible for providing educational services to children from the age of three years who have cerebral palsy or other mental disability and to children from birth who are visually or hearing impaired. Estimates indicate that services under this legislation were provided to approximately 300 children during the 1989-90 school year. These services were delivered in a variety of forms: home-based, itinerant, in mainstream private kindergartens and day care centres, and within preschool programs operated by school districts. The New Brunswick Association

for Community Living is an advocacy organization that represents the interests of this population.

As of October 1988 there were three approved day care facilities providing non-profit head start programs across the province. The programs serve a total of 134 children from multiproblem low-income families who show developmental delays and/or emotional/behavioral handicaps. All three programs are centre-based, serving children from three to five years old.

The variety of early intervention services for special needs children and their families is the result of efforts by government departments, community agencies and private individuals. Yet, to date there is little consistency or coordination between these efforts. Provincial standards and guidelines are necessary for both government and community to use as a basis for the evaluation of existing and the development of future programs.

Issues for the 1990s

With the approach of the 21st century, New Brunswick faces a number of issues which must be addressed in order to improve the quality of life for children in the province. The issues which follow are not prioritized, nor is the list exhaustive. It is rather a description of some of the more pressing priorities.

One major challenge of the 1990s is to introduce effective coordination into health/education/welfare services to children and their families so that every child can gain access to the services he/she requires. The problem of children living in poverty is not new, and though conditions for children have improved, much work remains to be done in order to ensure that poor children have an equal chance for success in society. The lack of publicly financed kindergartens means that many children have their first group experience outside their home when they enter grade one. Even when kindergarten is available in the public school system, living in poverty often coincides with a high failure and drop-out rate in school. At the beginning of the 1990s the government of New Brunswick is questioning whether it is more beneficial to fund public kindergarten for all five-year-olds or to fund programs which specifically address the needs of children in poverty through, for example, infant stimulation programs and head start-type programs.

The working conditions of early childhood educators is another pressing issue in New Brunswick. Often working at minimum wage with little or no job benefits, day care and kindergarten teachers also work in a career which has a low professional status. Though there is a need to make specific qualifications in early childhood education mandatory for day care workers and kindergarten teachers, such legislation will have to be accompanied by improvements in wages and working conditions. Professionalization of this field, which has been happening elsewhere in Canada, will have to happen in New Brunswick in order to improve the situation of day care workers.

The areas of infant care, special needs children, kindergarten, and after-school care require specific legislation so that these services can better respond to the needs of the four groups concerned.

Needs which remain to be addressed in the future include:

- unionization of day care workers to help improve working conditions;
- organization of family day care agencies to assist parents in finding care and to provide inservice training to family day care providers;

- increase in the number and availability of half-day programs for three and four-year-old children whose parents are caring for their children at home;
 - services for shift workers and an increase in work-related child care initiatives/services;
 - half-day and full-day services for rural preschoolers;
 - community-based drop-in centres for parents and children;
 - standards and guidelines for early intervention services.
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Chapter 3

AN OVERVIEW OF CHILD CARE LEGISLATION IN NEW BRUNSWICK

The following section provides an overview and discussion of:

1. the role and responsibilities of the provincial government with respect to the provision of child care services in the province of New Brunswick, including the relevant legislation pertaining to licensing of child care facilities.
 2. the overall capacity of child care facilities and the availability of child care spaces.
 3. government funding for child care services, including subsidies available for families in New Brunswick and operating grants for licensed child care
 4. staff education and training requirements, including wages and working conditions.
 5. the availability of specialized programs for children such as special needs child care and native programs.
 6. support services to the child care community.
 7. professional organizations operating in the province.
-

Ministries Involvement and Roles

In New Brunswick, the Department of Health and Community Services has the legislative mandate for the approval, inspection, and monitoring of child day care facilities under the *Family Services Act* (1980). The department coordinates the approval process for all child day care facilities with other provincial departments such as the Department of Labour, Fire Prevention Division, which has responsibility for ensuring that facilities adhere to building and safety codes. The Public Health Inspection Division of the Department of Health and Community Services ensures that facilities adhere to the requirements of the *Health Act* (New Brunswick, 1978, Ch. H-2), and the Department of Income Assistance has responsibility for the Day Care Parent Subsidy Program, which provides financial assistance to eligible parents based on financial and social needs.

Municipal involvement in the approval process lies solely in the area of the zoning approval necessary for the operation of a day care facility. In urban areas, town or city bylaws would govern zoning approval while in rural areas zoning approval would be handled through a regional office of the Department of Municipal Affairs.

Training, although not a legislated requirement, is provided through the community college system under the Department of Advanced Education and Training. The one-year full-time training program for Day Care Level I has been offered in French at the Campbellton Community College since 1984 and in English at the Saint John Community College since 1985.

Relevant Legislation and Regulations

The original *Day Care Act and Regulations* in New Brunswick was proclaimed in September 1974. The *Family Services and Family Relations Act*, commonly referred to as the *Family Services Act* was enacted in 1980. Day Care was encompassed under Part II - Community Replacement Resources. Regulations 83-85 (under the *Family Services Act*), proclaimed in 1983, and the *Standards for Day Care Facilities*, introduced in 1984, provide the supporting documentation to this legislation. There has been no revision to the day care regulations since 1983. However, the *Day Care Facilities Standards* were revised in 1985.

Regulations 82-227 of the *Social Welfare Act*, proclaimed in 1982, provide guidelines for the Parental Subsidy Program administered by the Department of Income Assistance.

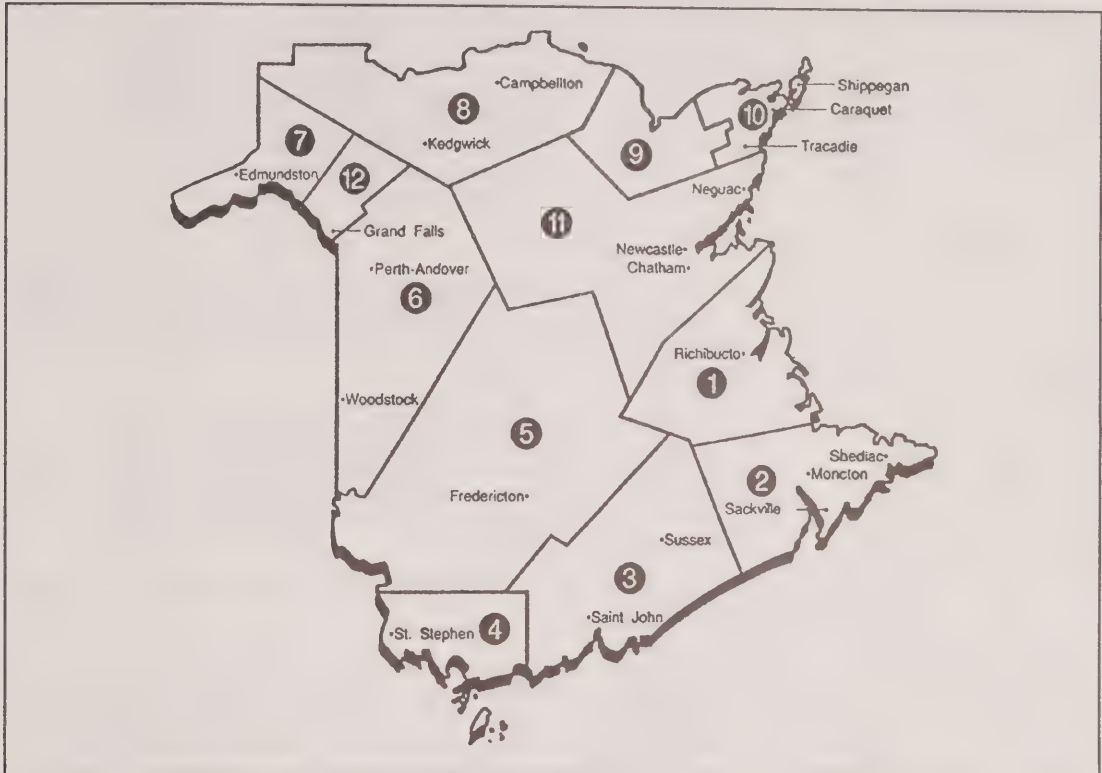
District Responsibility

A provincial coordinator for the Day Care Services program is attached to the central office of the Department of Health and Community Services. The person holding this position is responsible for duties related to the administration of the regulations, standards, and policies governing the New Brunswick Day Care Services program. The responsibilities of this position are related to research, developing policies and procedures, and providing consultation and support to the regions.

Regional early childhood services coordinators are situated in four regional offices of the Department of Health and Community Services. They are responsible for the processes of approving, monitoring, and inspecting day care services as defined by the legislation. Since there are 12 regional offices of the Department of Health and Community Services around the province and only four regional coordinators, each regional coordinator has responsibility for more than one region. For example, the coordinator in the Bathurst regional office is also responsible for services in the Newcastle and Caraquet, Campbellton, and Edmundston regions. Figure 3.1 provides a map of New Brunswick's 12 regions: there is one regional coordinator for Regions 1 and 2; one for Regions 3 and 4; one for Regions 5 and 6; and one for Regions 7 through 12.

Figure 3.1

Family and Community Social Services Regions



- Region 1: (i) Kent County
Region 2: (i) Westmorland County
(ii) Albert County
Region 3: (i) Saint John County
(ii) Kings County
(iii) Queens County: the parishes of Petersville, Hampstead, Wickham, Johnston and Brunswick
Region 4: (i) Charlotte County
Region 5: (i) Queens County: less the parishes of Petersville, Hampstead, Wickham, Johnston and Brunswick
(ii) Sunbury County
(iii) York County
(iv) Northumberland County: the parishes of Ludlow and Blissfield

- Region 6: (i) Carleton County
(ii) Victoria County: less the parishes of Drummond and Grand Falls
Region 7: (i) Madawaska County: less the parishes of St. Leonard and St. Andre
Region 8: (i) Restigouche County
Region 9: (i) Gloucester County: the parishes of Beresford, Bathurst and Allardville
Region 10: (i) Gloucester County: less the parishes of Beresford, Bathurst and Allardville
Region 11: (i) Northumberland County: less the parishes of Ludlow and Blissfield
Region 12: (i) Madawaska County: the parishes of St. Leonard and St. Andre
(ii) Victoria County: the parishes of Drummond and Grand Falls

Source: New Brunswick. Department of Health and Community Services. (1990).

Child Care Programs

In New Brunswick day care services are defined as:

the care and supervision of a child for a period of less than twenty-four hours in a day care facility. A day care facility means a day care centre or a community day care home. A day care centre is a facility providing day care services to four or more infants; six or more children of the ages two to five and ten or more children of the age six and over, or seven or more children where the children are of the age of five and under and six and over, including those of the operator (New Brunswick, 1980, p.2).

A day care facility may be approved for from seven to a maximum of 60 child spaces. Day care facilities approved prior to the enactment of Regulations 83-85 in 1983 were grandparented (excused from certain new legislative requirements), and some may exceed the 60 child spaces.

A community day care home means a home in which day care services are provided for a maximum of three infants; five children of the ages two to five; nine children who are of the age six and over, or six children where the children are of the ages five and under and six and over, including those of the operator (New Brunswick, 1980, p.1).

A community day care home is understood to be care provided by one person usually in their own home.

Regulation regarding family day care homes, other than community day care homes, is included in the New Brunswick legislation. The intent of this regulation is to allow parents with children in informal care arrangements such as close friends or family to receive day care subsidy. A letter from a parent, currently using the care, is required to approve the home. According to the regulation, fewer children are permitted in family day care homes than in community day care homes. Although family day care remains in the day care legislation there are currently no services licensed under this provision. For further details regarding the ages and number of children permitted in family day care refer to the Glossary of Definitions (see Appendix A) at the end of this chapter.

Infant care is understood to be care for children under the age of two years; preschool care for children ages two through five years and school-age care for children aged six through 12. However, there are no specific standards for each of these program types. New Brunswick does not currently have separate infant centres, however, some services are approved strictly for school-age child care.

Supplemental care types such as child minding, nursery school, recreation programs, and kindergartens are not specifically legislated in New Brunswick. However, the definitions within the day care legislation are broad enough to allow approval of these services should they request it. The province of New Brunswick has yet to make a policy decision on the implementation of kindergarten programs in public schools. Presently, kindergartens are offered only in the private sector; kindergartens may also request approval under the existing day care legislation.

Licensed Programs by Relevant Characteristics

The staff/child ratio in day care centres is defined by Schedule A of Regulations 83-85. Maximum group size is outlined in Schedule B of Regulations 83-85. The legislation has not defined maximum group size for mixed-age groupings.

The staff/child ratio in community day care homes is: three children of birth to 24 months or five two to five-year-olds or nine six to 12-year-olds or six of a combination of ages.

Table 3.1 **Staff/Child Ratio and Group Size**

	Child Age (in years)	Staff/Child Ratio ¹	Maximum Group Size
Centre-based Day Care (CDC)	Birth-2	1:3	9
	2	1:5	10
	3	1:7	14
	4	1:10	20
	5	1:12	24
	6-12	1:15	30
Family Day Care (FDC) ²	<2	1:2	2
	2-5	1:4	4
	>6	1:5	5
	<5 and >6	1:4	4
Community Day Care Home (CDCH)	<2	1:3	3
	2-5	1:5	5
	>6	1:9	9
	<5 and >6	1:6	6

¹ Ratios are determined on the basis of age and one caregiver per a set number of children.

² Although FDC is included in the Regulation 83-85 there are currently no services licensed under this provision.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Licensed Programs by Auspices

As of October 1988 there were 143 approved day care centres in the province of New Brunswick with a total of 5,201 approved child spaces. There were 57 for-profit facilities and 86 not-for-profit facilities. Seventeen of the 86 not-for-profit day care centres were specifically for school-age child care and accounted for 511 of the total child care spaces.

According to the annual survey distributed by the Office for Childhood Services to all approved services, there were 139 infants (birth to 24 months), 309 two-year-olds, 3,983 three to five-year-olds, and 844 six to 12-year-olds enrolled in licensed day care services as of March 31, 1988. These figures include both full and part-time enrolment.

Geographic Distribution

Community Day Care Homes

As of October 31, 1988, 11 of the 20 community day care homes in New Brunswick were located in urban settings, and the remaining nine were in rural or semi-rural locations.

- The breakdown by county was:
 - 12 child spaces for Westmorland County.
 - 12 child spaces for Kings/St. John County.
 - 18 child spaces for Charlotte County.
 - 60 child spaces for York Sunbury County.
 - 12 child spaces for Carleton County.
 - 6 child spaces for Madawaska County.
-

Day Care Centres

Of the 5,201 approved child spaces for day care centres approximately 1,137 were in rural areas and 4,064 in urban areas. Distribution by regions was as follows.

- 24 child care spaces in Region 1
 - 951 in Region 2
 - 1,200 spaces in Region 3
 - 193 spaces in Region 4
 - 1,242 spaces in Region 5
 - 138 spaces in Region 6
 - 236 spaces in Region 7
 - 330 spaces in Region 8
 - 352 spaces in Region 9
 - 308 spaces in Region 10
 - 227 spaces in Region 11
 - 0 spaces in Region 12
-

Special Populations

As of October 1988, one license has been approved for a native day care centre with 17 child care spaces located on a reserve. Across the province, three not-for-profit head start programs are serving a total of 134 children. Each of these programs receives some funding through the Special Needs Grant (for socially disadvantaged children). Two of the three services receive additional funds from the Department of Health and Community Services. Two centre-based early intervention programs serving a total of 18 children provide services to children with physical and intellectual disabilities. One of these early intervention programs provides services within an integrated day care setting. In addition, 15 early intervention programs provide home-based services to special needs children, including socially disadvantaged children and children with disabilities. These home-based programs are not regulated. Funding to home-based programs is administered through the regional offices of the Department of Health and Community Services.

Funding

Subsidies to eligible families are based on financial and social need as determined by family income. In New Brunswick all approved day care centres and community day care homes may receive subsidized children. The subsidy program is administered by the Department of Income Assistance, which pays a maximum of \$11 per day for children aged two through five years and \$13 per day for children from birth to 24 months. The school-aged child care subsidy for children aged 6 to 12 is \$4.50 per day.

As of March 31, 1988, average fees for both day care centres and community day care homes were \$12 per day for two to five-year-olds and \$15 per day for birth to 24 months. Table 3.2 provides a listing of Maximum and Average fee subsidies.

Table 3.2 **Funding and Subsidies**

	Child Age (in years)	Maximum Fee \$	Average Fee \$
Centre-based Day Care (CDC)	Birth to 2	286.00	269.17
	2	242.00	239.40
	3-5	242.00	239.40
	6-12	143.00	N/A
Family Day Care (FDC) ¹	Birth to 2	286.00	269.17
	2	242.00	239.40
	3-5	242.00	239.40
	6-12	143.00	N/A

¹ Although FDC is included in Regulation 83-85 there are currently no services licensed or subsidised.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Grants

Approved day care centres may receive annual grants from the Department of Health and Community Services. To be eligible, a day care centre must have been approved by March 31 in any fiscal year. Both private and not-for-profit day care centres are eligible for these grants, but community day care homes are not. The following is a list of available grants and their respective eligibility criteria.

Equipment grants of \$1,500 per year per centre for the purchase of standard items of equipment. Choices must be made from an approved list, and receipts are to be maintained for verification by the regional coordinator when requested.

Flat-rate grants of \$45 per approved space per year. Centres are to submit quarterly reports of children's attendance records.

- Special needs grants of \$400 per year per special needs child who has either been professionally assessed as a child with disabilities or a socially disadvantaged child.
- Professional development grants of \$75 per year for each member of the primary staff. Description of courses, conferences, and/or workshops must be submitted with the grant application.

Staff in Child Care

Training Requirements

Regulations 83-85 provide the Minister of Health and Community Services with the authority to prescribe criteria and standards respecting the qualifications of staff members who provide day care services in a day care centre or a community day care home. At present, the only legislated requirement is first aid training. This requirement does not apply to supplemental care types unless an approval has been requested under the regulation.

Types of Education and Training Available

While training is not required for employment in a child care facility, training is available within the community college system of the Department of Advanced Education and Training. This one year program gives participants a Level I Day Care Training Certificate.

Implementation of the Level II Day Care Training Program has not been completed at this writing. However, some courses have been offered on a part-time basis. Two of New Brunswick's universities offer courses in early childhood education as part of their Bachelor of Education program. Although the actual number is not known, many of these trained caregivers are employed in the day care system.

Number of Caregivers

As of October 1988, 693 primary staff were employed in approved child care programs in the province; 673 were employed in day care centres, and 20 were community day care home operators. These figures reflect staff numbers for approved services only.

Wages and Working Conditions

Accurate statistics on the average wage of New Brunswick child care workers are not available. An informal survey conducted by Garde de Jour NB Day Care Association in June 1983 (*Study of Day Care Personnel in New Brunswick*), however, indicates that the average wage is approximately \$4.80 per hour, and some facilities pay up to \$8.00 per hour. Some facilities provide medical/dental benefits through Blue Cross Group Plans, but there are no records to show just how many.

Professional Associations

The groups identified below do not exactly meet the definition of a professional association. However, each represents a specific interest within the field of early childhood education in New Brunswick. Membership numbers for these groups are not available.

- Garde de Jour New Brunswick Day Care Association representing operators/administrators of day care facilities.
 - Conseil provincial des Éducatrices du Préscolaire representing the interests of Francophone kindergartens.
 - Kindergarten Association of New Brunswick (KANB) representing the interests of English kindergartens.
 - Early Childhood Coalition Petite Enfance representing parents, staff, operators, and individuals involved in early childhood education.
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APPENDIX A

GLOSSARY OF DEFINITIONS

Definitions with respect to child care services tend to vary among the different provinces and territories. The following glossary of terms provides the accepted definition of services according to the relevant child care legislation and regulations for New Brunswick. Since age categories also tend to vary among the different provinces and territories, this section provides definitions of the terms “infant”, “toddler”, “preschool-age,” and “school-age” as they appear in child care regulations in New Brunswick.

Categories of Care

In New Brunswick there are four main categories of care.

Centre-based day care means a facility in which day care services are provided for (1) four or more infants; (2) six or more children of the ages two to five; (3) ten or more children of the age six and over; or (4) seven or more children where the children are of the age of five and under and six and over.

Community day care home means a home in which day care services are provided for a maximum (including those of the operator) of (1) three infants; (2) five children of the ages two to five; (3) nine children who are of the age six and over; or (4) six children where the children are of the ages five and under and six and over.

Family day care home means a home which: (1) provides day care services for a maximum (including those of the operator) of (i) two infants; (ii) four children of the age of two to five; (iii) five children of the age of six and over; and (2) has been recommended for approval, to the Minister, by the parent of a child attending the home; the parent seeking care for their child must meet financial criteria under the *Day Care Contribution Schedule*. Currently, there are no services licensed or subsidized under this provision.

Definitions for Types of Care

Infant care means care for children under the age of two years.

Preschool care means care for children aged two to five.

School-age care means care for children aged six to twelve.

Note: As supplemental care types such as child minding, nursery school, recreation programs and kindergartens are not legislated in New Brunswick, definitions of these caretypes are not available.

Informal Sector and Excluded Care

Private caregivers in their own home are excluded from the legislation if they have a maximum of two infants or four children aged two to five, or eight children six years of age and older. When age groups are combined, the maximum number excluded from legislation is four.

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Chapter 4

AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR NEW BRUNSWICK

Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in New Brunswick, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronalda Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the New Brunswick Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

I. Family Composition and Characteristics

Family Structure and Employment Status

1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1

Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			Total
	1	2	3 or more	
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

Table 4.2

Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No. %	509,500 91.1	49,600 8.9	559,100 100.0
18-35 months	No. %	476,600 89.6	55,300 10.4	531,900 100.0
3-5 years	No. %	939,900 87.5	133,900 12.5	1,073,800 100.0
6-9 years	No. %	1,238,700 86.2	198,100 13.8	1,436,800 100.0
10-12 years	No. %	906,900 85.8	150,000 14.2	1,056,900 100.0
Total	No. %	4,071,600 87.4	586,900 12.6	4,658,500 100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3 Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada

		Parent(s) employed full-time ¹	Parent(s) employed part-time ¹	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed ¹	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
Total	No.	1,337,500	133,000	835,100	1,632,100	161,500	559,200	4,658,500
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

Key: ¹ Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

2. New Brunswick

There were 79,300 families with children 0-12 years of age living in New Brunswick. Of these, 68,000 (85.8%) were two-parent families and 11,300 (14.2%) were one-parent families.

Both parents were employed in 35,000 (51.5%) of the two-parent families, one parent was employed in 27,700 (40.7%) of the two-parent families; and neither parent was employed in 5,300 (7.8%) of two-parent families. In one-parent families, the parent was employed in 5,900 (52.2%) of cases. The remaining 5,500 (48.7%) of parents from one-parent families were not employed.

Table 4.4 Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in New Brunswick

	Number of Children 0-12 Years of Age in Family			Total
	1	2	3 or more	
Two-parent families	31,200	26,900	9,900	68,000
Both parents employed	16,400	14,500	4,000	35,000
One parent employed	12,100	10,500	5,100	27,700
Neither parent employed	2,700	1,900q	...	5,300
One-parent families	7,900	2,700	...	11,300
Parent employed	4,400	1,100q	...	5,900
Parent not employed	3,400	1,600q	...	5,500
All families	39,100	29,600	10,600	79,300

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in New Brunswick had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (6.4%) and two-parent (14.5%) families, had three or more children 0-12 years of age.

Table 4.5 **Number of One and Two-Parent Families with Children 0-12 Years of Age In New Brunswick**

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	31,200	26,900	9,800	68,100
	%	45.9	39.6	14.5	100.0
Number of one-parent families	No.	7,900	2,700	...	11,300
	%	69.6	24.0	...	100.0
Total	No.	39,100	29,600	10,600	79,300
	%	44.2	39.7	16.1	100.0

The 79,300 families in New Brunswick included a total of 132,000 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 132,000 children 0-12 years of age, 116,400 (88.2%) lived in two-parent families and 15,600 (11.8%) lived in one-parent families. Fewer than half, 44.6%, of children in two-parent families were 0-5 years of age and 41.0% of children from one-parent families were 0-5 years of age.

Table 4.6 **Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in New Brunswick**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	13,100	...	14,400
	%	91.0	...	100.0
18-35 months	No.	12,600	...	14,400
	%	87.5	...	100.0
3-5 years	No.	26,200	3,300	29,500
	%	88.8	11.2	100.0
6-9 years	No.	36,400	4,700	41,100
	%	88.6	11.4	100.0
10-12 years	No.	28,100	4,700	32,800
	%	85.7	14.3	100.0
Total	No.	116,400	15,600	132,000
	%	88.2	11.8	100.0

Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (55.2%) of families in New Brunswick with children 0-12 years of age lived in rural areas. Less than one-third (29.5%) of families with children 0-12 years of age lived in large urban centres, and the remaining 15.3% lived in mid-sized urban centres. Table 4.7A presents New Brunswick data while Table 4.7B represents comparable data on Canada.

Table 4.7A **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban New Brunswick**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	12,100	8,600	2,700	23,400
	%	51.7	36.8	11.5	100.0
Mid-size urban centres (15,000-99,999)	No.	6,400	4,300	1,500q	12,200
	%	52.4	35.3	12.3	100.0
Rural areas (less than 15,000)	No.	20,600	16,800	6,400	43,800
	%	47.0	38.4	14.6	100.0
Total	No.	39,100	29,700	10,600	79,300
	%	49.3	37.5	13.4	100.0

Table 4.7B **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
Total	No.	1,261,100	1,085,500	377,800	2,724,300
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban New Brunswick. The 43,800 families in rural New Brunswick included 74,300 children 0-12 years of age (1.7 children per family). The 12,200 families in mid-sized urban areas included 19,600 children 0-12 years of age (1.6 children per family); and in large urban centres the 23,400 families included 38,100 children 0-12 years of age (1.6 children per family).

A higher proportion of children living in the rural areas of Brunswick were 6-12 years than were children living in urban areas. Of the 74,300 children 0-12 years of age in rural areas, 42,600 (57.3%) were 6-12 years of age. By comparison, 10,700 (53.6%) of children 0-12 years of age in mid-sized urban areas and 20,600 (54.1%) of children in large urban centres were 6-12 years of age. Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 19,600 children 0-12 years of age who lived in mid-sized urban areas, 4,800 (24.5%) were 0-35 months of age, compared with 14,800 (19.9%) of the 74,300 children in rural areas.

Table 4.8 **Number of Children, by Age Groups, Living In Rural and Urban New Brunswick**

Ages of children		Number of Children Living in			Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	
0-17 months	No.	4,900	2,300q	7,200	14,400
	%	34.0	16.0	50.0	100.0
18-35 months	No.	4,200	2,500q	7,600	14,300
	%	29.4	17.5	53.1	100.0
3-5 years	No.	8,400	4,100	16,900	29,400
	%	28.6	13.9	57.5	100.0
6-9 years	No.	11,300	6,100	23,700	41,100
	%	27.5	14.8	57.7	100.0
10-12 years	No.	9,200	4,600	18,900	32,700
	%	28.1	14.1	57.8	100.0
Total number of children	No.	38,100	19,600	74,300	132,000
	%	28.9	14.8	56.3	100.0

Special Needs

Tables 4.9 and 4.10 provide information on families in New Brunswick which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 79,300 families with children 0-12 years of age living in New Brunswick, 8,500 (10.7%) included at least one child with special needs. Of these families with a special needs child, 3,100 (36.5%) had only one child, and 5,400 (63.5%) included two or more children, as compared with the overall New Brunswick figures of 44.2% of families with one child and 55.8% with two or more children 0-12 years of age.

Table 4.9 **Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in New Brunswick Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	3,100	38,000	39,100
	%	7.9	91.8	100.0
2 children	No.	3,900	25,700	29,600
	%	13.2	86.8	100.0
3 or more children	No.	1,500q	9,100	10,600
	%	14.2	85.8	100.0
Total	No.	8,500	70,800	79,300
	%	10.7	89.3	100.0

A total of 9,400 children 0-12 years of age with special needs were living in New Brunswick. The age distribution of these children is shown in Table 4.10. These 9,400 children comprised 7.1% of the 132,000 children 0-12 years of age living in New Brunswick. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 5.2% of children in the 3 year age span of 0-35 months of age in New Brunswick were described as having special needs, compared with 7.6% of children in the older 10-12 age group.

Table 4.10 **Number of Children 0-12 Years of Age With Special Needs In New Brunswick**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	13,700	14,400
	%	...	95.1	100.0
18-35 months	No.	...	13,600	14,400
	%	...	94.4	100.0
3-5 years	No.	2,100q	27,400	29,500
	%	7.1	92.9	100.0
6-9 years	No.	3,300	37,800	41,100
	%	8.0	92.0	100.0
10-12 years	No.	2,500q	30,300	32,800
	%	7.6	92.4	100.0
Total number of children	No.	9,400	122,600	132,000
	%	7.1	92.9	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

Table 4.11 Employment Status of Parents With and Without Children 0-5 Years of Age in Canada

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13 **Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

2. New Brunswick

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age.

Both parents were employed in 18,500 (47.9%) of the 38,600 two-parent families which included at least one child 0-5 years of age. By comparison, 2,100 (40.4%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 16,400 (55.8%) of the 29,400 two-parent families and 3,800 (61.3%) of parents were employed in one-parent families.

Table 4.14 Employment Status of Parents With and Without Children 0-5 Years of Age in New Brunswick

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	18,500	17,200	2,900	2,100	3,100	43,700
	%	42.4	39.2	6.6	4.8	7.0	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	16,400	10,600	2,400	3,800	2,400	35,600
	%	46.2	29.8	6.7	10.6	6.7	100.0
Total	No.	35,000	27,700	5,300	5,900	5,500	79,300
	%	44.1	35.0	6.6	7.4	6.9	100.0

The employment status of the Interviewed Parent (IP) in families in New Brunswick with children 0-12 years of age, is shown in Table 4.15. Of the total of 79,300 families with children 0-12 years of age in New Brunswick, 33,600 (42.4%) of IPs were employed full-time, 11,100 (14.0%) were employed part-time, and 34,600 (43.6%) were not employed.

Of the 43,700 families in New Brunswick with at least one child 0-5 years of age, 16,600 (38.0%) of the IPs were employed full-time and 5,900 (13.4%) were employed part-time. The remaining 21,200 (48.6%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in New Brunswick**

Number of families		Employment Status of IP			Total
		Full-time	Part-time	Not Employed	
IP with at least one child 0-5 years of age	No. %	16,600 38.0	5,900 13.4	21,200 48.6	43,700 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	17,000 47.8	5,200 14.7	13,400 37.5	35,600 100.0
Total	No. %	33,600 42.4	11,100 14.0	34,600 43.6	79,300 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 132,000 children 0-12 years of age in New Brunswick, 52,200 (39.5%) lived in families in which the IP was employed full-time and 19,600 (14.8%) lived in families in which the IP was employed part-time. A further 60,200 (45.6%) lived in families in which the IP was not employed.

There were 28,700 children 0-35 months in New Brunswick. Of these, 13,800 (48.1%) lived in families in which the IP was employed either full-time (36.6%) or part-time (11.5%). By comparison, of the 32,700 children 10-12 years of age in New Brunswick, 20,000 (61.2%) lived in families in which the IP was employed either full-time (44.9%) or part-time (16.2%).

Table 4.16 **Number of Children by Age Groups and the Employment Status of the Interviewed Parent in New Brunswick**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No. %	5,400 37.4	... ...	7,500 51.9	14,400 100.0
18-35 months	No. %	5,100 35.8	... ...	7,500 52.6	14,300 100.0
3-5 years	No. %	10,100 34.4	4,700 15.8	14,700 49.8	29,400 100.0
6-9 years	No. %	16,800 40.9	6,400 15.6	17,900 43.5	41,100 100.0
10-12 years	No. %	14,700 44.9	5,300 16.2	12,700 38.8	32,700 100.0
Total	No. %	52,200 39.5	19,600 14.8	60,200 45.6	132,000 100.0

Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (New Brunswick) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

Table 4.17A **Distribution of Families in New Brunswick Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	22,300	28.1	28.3
\$20,001-\$30,000	14,900	18.8	46.9
\$30,001-\$40,000	18,200	22.9	69.8
\$40,001-\$50,000	11,800	14.9	84.7
\$50,001-\$60,000	5,800	7.3	92.0
More than \$60,000	6,300	8.0	100.0
Total	79,300	100.0	

Table 4.17B **Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income**

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", Sub-section B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and New Brunswick data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week

Number of Child Care Arrangements

1. Canada

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) received care by the IP and reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18 Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada¹

		Number of Supplemental Care Arrangements			
		Care by IP only. No supplemental care reported	1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
Total	No.	1,578,500	1,770,000	1,310,000	4,658,500
	%	33.9	38.0	28.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. New Brunswick

Of the 132,000 children 0-12 years of age in New Brunswick, 51,300 (38.9%) had no reported supplemental child care arrangements, and 80,700 (61.1%) were involved in one or more child care arrangements.

For New Brunswick children 6-12 years of age, 41,800 (56.6%) were in one or more child care arrangements (excluding school). Of these, 14,400 (34.4%) had two or more arrangements.

For children 0-5 years of age, 19,300 (33.2%) had no reported supplemental care. Of the 38,800 children 0-5 years of age who were in one or more supplemental child care arrangements, 15,500 (39.9%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 19). Of the 14,400 children in this age group, 2,400 (16.7%) were in more than one child care arrangement. By comparison, 3,400 (23.5%) children 18-35 months of age and 9,700 (32.9%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had a higher percentage of no supplemental care reported than other pre-school aged children. There were 6,000 (41.5%) children 0-17 months of age who reported no supplemental child care. By comparison 4,800 (33.3%) children 18-35 months of age, and 8,500 (29.0%) children 3-5 years reported no supplemental care. Of the children 0-17 months of age in New Brunswick, 6,000 (41.8%) children were in only one reported supplemental child care arrangement.

Children 3-5 years of age in New Brunswick participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (71.0%) of children in this age group were involved in at least one supplemental care arrangement, compared with 58.5% of children 0-17 months of age, 66.7% of children 18-35 months of age, 57.0% of children 6-9 years of age, and 56.0% of children 10-12 years of age. More than a third (38.1%) of children 3-5 years of age were in one form of supplemental child care, and 32.9% were involved in two or more care arrangements.

Table 4.19 **Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in New Brunswick¹**

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	6,000	6,000	2,400 ^q	14,400
	%	41.5	41.8	16.7	100.0
18-35 months	No.	4,800	6,200	3,400	14,300
	%	33.3	43.2	23.5	100.0
3-5 years	No.	8,500	11,200	9,700	29,400
	%	29.0	38.1	32.9	100.0
6-9 years	No.	17,700	15,400	8,100	41,100
	%	43.0	37.5	19.5	100.0
10-12 years	No.	14,400	12,000	6,300	32,700
	%	44.0	36.8	19.2	100.0
Total	No.	51,300	50,900	29,700	132,000
	%	38.9	38.6	22.6	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 80,700 New Brunswick children (61.1%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 42,200 (52.3%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 5,900 (13.9%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 13.7% of children 10-12 years of age and 28.3% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. More than half (51.8%) of 3-5 year old children, 40.7% of 18-35 month old children, and 34.3% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20 Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in New Brunswick¹

		Number of Paid Child Care Arrangements			
		No paid arrangements	1	2 or more	Total
0-17 months	No.	9,500	4,700	...	14,400
	%	65.7	32.4	...	100.0
18-35 months	No.	8,500	4,900	...	14,300
	%	59.3	34.5	...	100.0
3-5 years	No.	14,200	12,100	3,200	29,400
	%	48.2	41.2	10.7	100.0
6-9 years	No.	29,400	10,400	...	41,100
	%	71.7	25.2	...	100.0
10-12 years	No.	28,200	4,200	...	32,700
	%	86.2	12.9	...	100.0
Total	No.	89,800	36,300	5,900	132,000
	%	68.0	27.5	4.5	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Hours in Child Care

1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,000 (44.2%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaged 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

Table 4.21

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. New Brunswick

Of the 132,000 children 0-12 years of age living in New Brunswick, 80,700 (61.1%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 20.9 hours per week in care. As indicated on Table 4.22, a total of 42,200 (32.0%) of these children 0-12 years of age spent an average of 21.0 hours per week in paid care arrangements.

Children 0-5 years of age in New Brunswick spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 28.7 hours per week in care arrangements and those in paid arrangements averaged 29.5 hours per week in

paid supplemental care. Children 3-5 years of age averaged 27.5 hours per week in care, with those in paid care averaging 23.7 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 28.2 hours per week. Those in paid care averaged 31.3 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 14.3 hours per week in care and those in paid care averaged 11.8 hours per week. Children 10-12 years of age averaged 14.5 hours per week in supplemental child care arrangements. Those in paid care averaged 12.1 hours per week.

Table 4.22 **Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in New Brunswick¹**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	8,400 28.2 hours/week	4,900 31.3 hours/week
18-35 months	9,600 28.7 hours/week	5,800 29.5 hours/week
3-5 years	20,900 27.5 hours/week	15,300 23.7 hours/week
6-9 years	23,400 14.3 hours/week	11,600 11.8 hours/week
10-12 years	18,300 14.5 hours/week	4,500 12.1 hours/week
Total/Average	80,700 20.9 hours/week	42,200 21.0 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23 Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

2. New Brunswick

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 132,000 children living in New Brunswick, 68,900 (52.2%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 12,600 children 0-35 months of age in New Brunswick who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: licensed/unlicensed family day care (26.7%) and care by a relative either in or out of the child's home (26.2%).

There were 14,300 children 3-5 years of age in New Brunswick who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by a relative either in or out of the child's home (22.3%) and licensed/unlicensed family day care (22.1%).

There were 42,100 children 6-12 years of age in New Brunswick who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by IP's spouse at home or work (23.6%) and care by self or a sibling (17.8%).

Table 4.24

Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for New Brunswick

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	...	...	...	...	3,200	7.5
II. Spouse at Home/Work	2,100q	16.9	2,600q	18.1	9,900	23.6
III. Self/Sibling	...	...	...	...	7,500	17.8
IV. Relative in/out of Child's Home	3,300	26.2	3,200	22.3	6,800	16.3
V. Non-Relative/Child's Home	...	...	2,200q	15.6	2,800q	6.7
VI. Family Day Care (Licensed/Unlicensed)	3,400	26.7	3,200	22.1	5,100	12.1
VII. Nursery/Kindergarten	—	—	...	...	—	—
VIII. Regulated Group Care	...	...	...	...	...	...
IX. No Arrangement	...	...	...	...	6,000	14.2
Total	12,600	100.0	14,300	100.0	42,100	100.0

Legend:

I: Care by IP at work (1)

II: Care by Spouse at home (2)

Care by Spouse at work (3)

III: Care by Sibling (4)

Care by Self (5)

IV: Care by Relative in child's home (6)

Care by Relative not in child's home (7)

V: Care by Non-relative in child's home (8)

VI: Unlicensed family day care (9)

Licensed family day care (10)

VII: Nursery School (11)

Kindergarten (12)

VIII: Day Care Centre (13)

Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for New Brunswick represents an introduction to the study. More detailed information on New Brunswick and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

Chapter 5

ADDENDUM: CHILD CARE IN NEW BRUNSWICK, 1988-1990

In March 1989 two of the four regional coordinator positions with the Department of Health and Community Services became permanent, and a fifth was added. The growth in child care services in regions seven through 12 necessitated a second person for the northern regions of the province. The fifth coordinator is responsible for regions seven, eight, and 12.

In June 1989 the New Brunswick government appointed a Minister of State for Childhood Services. The minister has responsibility for formulating, developing, coordinating, and monitoring all government policies pertaining to early childhood and school-age child care within the province. This role is carried out in consultation with other departments such as the Department of Education, Department of Advanced Education and Training, and Department of Income Assistance. The Minister of State for Childhood Services also acts as the advocate for New Brunswick children and is responsible for promoting their physical, social, emotional, and intellectual well-being.

By December 1989 the New Brunswick Government had established an Office for Childhood Services within the Department of Health and Community Services. The intent is to create a new focus and emphasis, specifically on services to young children in the province. The Office for Childhood Services serves as secretariat to the Minister of State. It coordinates government policy development and program planning as well as early intervention, head start, day care and school-age child care programs.

The Office for Childhood Services works closely with other divisions of the Department of Health and Community Services, other government departments, and community organizations. As well, the office is responsible for promoting the efficient and effective use of existing resources.

The office is assisted in identifying the services required for young children by a nine-member Provincial Advisory Committee and a nine-member Interdepartmental Committee. The Provincial Advisory Committee is composed of representatives from interested user and advocacy groups, professional associations, and service providers. The Interdepartmental Committee is composed of representatives from the various departments involved in early childhood services. These two committees are part of the permanent structure of the Office for Childhood Services, and their major role is to provide advice and assistance to the office.

Staff attached to the central office of the Office for Childhood Services, Department of Health and Community Services, are responsible for coordinating the development of standards. They also provide advice and support to regional staff and contribute to the development of departmental policies and program planning.

The coordination of early intervention, head start, day care, and school-age child care services in the province is the responsibility of the Office for Childhood Services. Five regional early childhood services coordinators (situated in regional offices of the Department of Health and Community Services) coordinate the approval of services, monitor existing services and provide consultation as required.

The first priority of the office is to meet the needs of children in a quickly evolving society. The most immediate concern is to develop a provincial policy framework which will provide the basis for recommendations to the government regarding improvements in childhood services. The resulting document will analyze the service needs of children in the province and prioritize service delivery. It will provide a tool for long-term planning. The office will also develop standards for school-age child care, promote work place child care initiatives, and implement regulations governing staff qualifications in day care services.

On October 11, 1990, the McKenna government announced the implementation of a public kindergarten system for September 1991. School boards will be responsible for the kindergartens, which will be located within the school premises whenever possible. Community facilities will be used when necessary. The program will be a full-day program. Teachers will be included in the New Brunswick Teachers Association or the Association des enseignantes du Nouveau Brunswick. Both certified and noncertified teachers will be hired at salaries of \$19,000 and \$15,000 respectively. Within an eight-year period their salaries will be raised incrementally to meet the standards of the New Brunswick Teachers Association. The recommended class size is from 20 to 22 pupils, though a maximum of 28 has been set.

Chapter 6

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

PRINCE EDWARD ISLAND REPORT

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The opinions and interpretations expressed in this report are those of the authors and do not necessarily reflect the views of Health and Welfare Canada or Statistics Canada

Legend

...	Amount too small to be expressed
--	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

Note: Due to rounding discrepancies may appear between totals and data presented in table form.



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Chapter 1

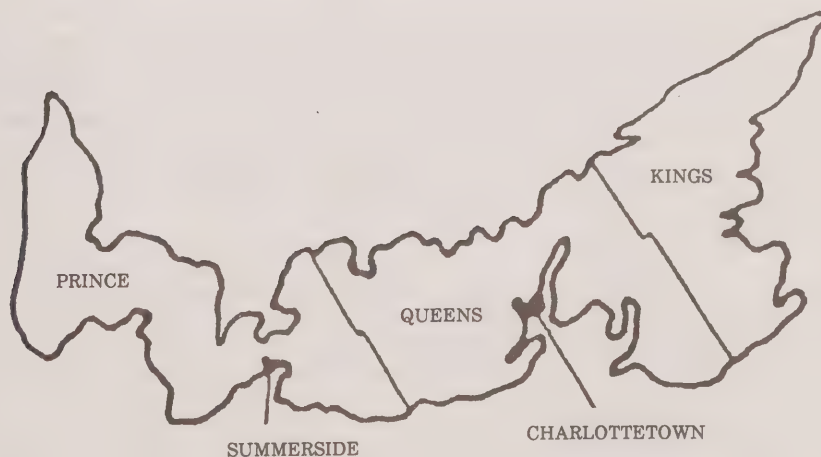
A SOCIO-GEOGRAPHIC OVERVIEW OF PRINCE EDWARD ISLAND

Prince Edward Island, one of four Atlantic provinces, is situated in the Gulf of St. Lawrence and separated from New Brunswick and Nova Scotia by the Northumberland Strait. The smallest of Canada's ten provinces, Prince Edward Island measures 224 kilometres from tip to tip, and its width varies from 6 to 64 kilometres. In spite of also having the smallest population (126,646), Prince Edward Island is the most densely populated province with approximately 22 persons per square kilometre.

The geography of the province, the close proximity of towns and villages, a road network that is 70% paved, and the decentralization of many government services make it possible for residents to enjoy the benefits of rural and urban living simultaneously. The only city is the capital, Charlottetown, with a population of 15,776. The town of Summerside with a population of 8,020 is the second largest municipality. The seven other towns, 30 villages and hundreds of smaller communities are located in three counties: Prince, Queens, and Kings.

Figure 1.1

Prince Edward Island



Source: *Prince Edward Island. Department of Tourism and Parks. (1990). Visitor's Guide.*

Prince Edward Island was first inhabited by native peoples approximately 10,000 years ago and was given the name "Abegweit," a Micmac Indian term for "land cradled on the waves." The Island was first discovered by Europeans in 1534 when Jacques Cartier proclaimed it "the fairest land 'tis possible to see." The first French settlement was begun in 1719, with a population of 300 to 400. By the 1750s the population approached 3,000, with the addition of French settlers expelled by the British from the Fundy area of New Brunswick. With Britain and France engaged in war, the island changed hands several times. In 1758 the fortress in Louisbourg, Nova Scotia was lost by the French to the British for the final time, and most of the French settlers on Prince Edward Island were rounded up and deported. The island was formally ceded to Britain in 1763.

Known then as St. John's Island, it was surveyed and divided into 67 lots. These lots were raffled to absentee landlords in London, who were required to pay rent to the crown and settle each lot with 100 persons within ten years. Many of the lots quickly changed hands, rents went unpaid, and conditions of tenure were largely unmet. The problem of absentee landlords plagued the island until after Confederation, when the government was authorized to purchase the land for resale to the tenants.

The few proprietors who did settle their lands brought Scottish and English Protestants and Scottish Roman Catholics to the north shore area. Irish Roman Catholics settled there some years later. A few French families, having avoided expulsion, also remained in the area. This characteristic of the early pattern of settlement established ethnic and religious communities that have persisted, to some degree, to the present.

Prince Edward Island was approved as the colony's name in 1799 in honour of Prince Edward, the Duke of Kent. In 1864 the Charlottetown Conference was held, leading to formation of the Dominion of Canada in 1867. In spite of its role in hosting this historical event, Prince Edward Island did not join Confederation until 1873.

Prince Edward Island was originally covered with a thick blanket of forest. The face of the land was changed by shipbuilding and lumber exports in the 19th century; this was followed by a period of intensive agriculture. Today only 48% of the land is forested; the balance is devoted almost entirely to agriculture. The modern economy of Prince Edward Island is becoming increasingly diverse, with a fast-growing service sector and sustained growth in manufacturing. The dominant sectors, however, continue to be farming, fishing, tourism, and construction. This configuration provides a vibrant, if seasonal, economy.

The agricultural sector is characterized by mixed farming, with the sale of potatoes accounting for 30 to 50% of total farm cash receipts in any given year. The fishing industry commercially harvests more than 30 species of fish, with lobster sales exceeding 50% of total fishing income. The seaplant, Irish Moss, is also harvested as part of the fishing industry. Tourism attracts more than 600,000 visitors to the island each year, roughly five times the total population.

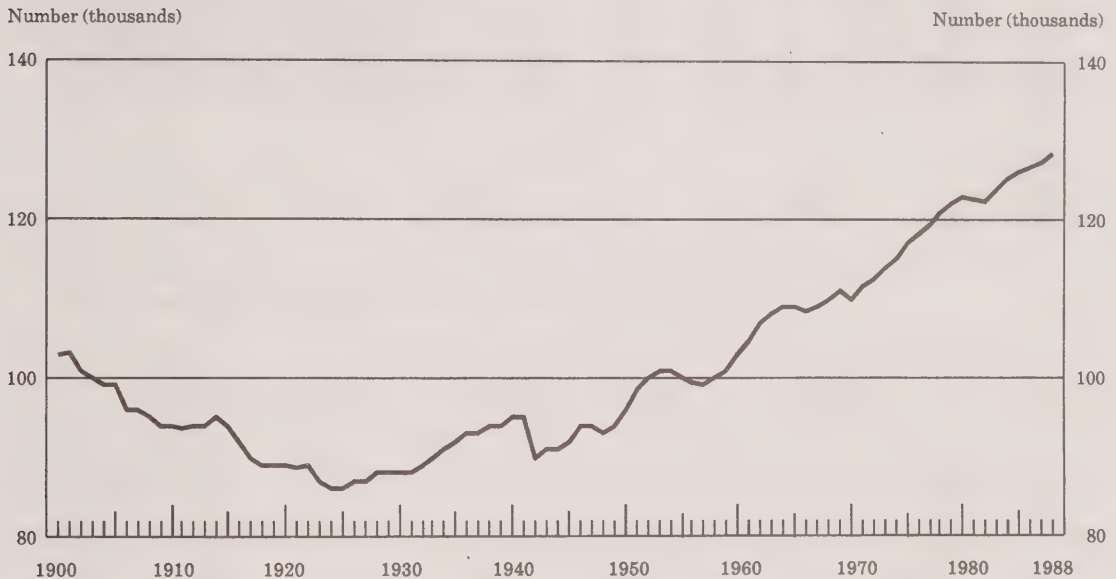
Rapid growth in the community business and seasonal service sector is largely a reflection of higher personal incomes. The increased demand for new and expanded services has resulted in this sector now employing approximately one-third of the labour force. Steady growth in manufacturing is primarily due to the increased processing of farm and fish products, which account for 70% of all manufacturing.

General Population Characteristics

The population of Prince Edward Island increased steadily for 100 years to 109,078 in 1891 and then declined to a low of 86,000 in 1924. The previous high was not regained until 1964, and growth has been consistent since that time (see Figure 1.2). Examining the rural-urban nature of this increase, however, reveals that with the exception of the Charlottetown and Summerside metropolitan areas, the island population has remained unchanged during the past 60 years. The population recovery is almost entirely the result of urban growth (Figure 1.3).

Figure 1.2

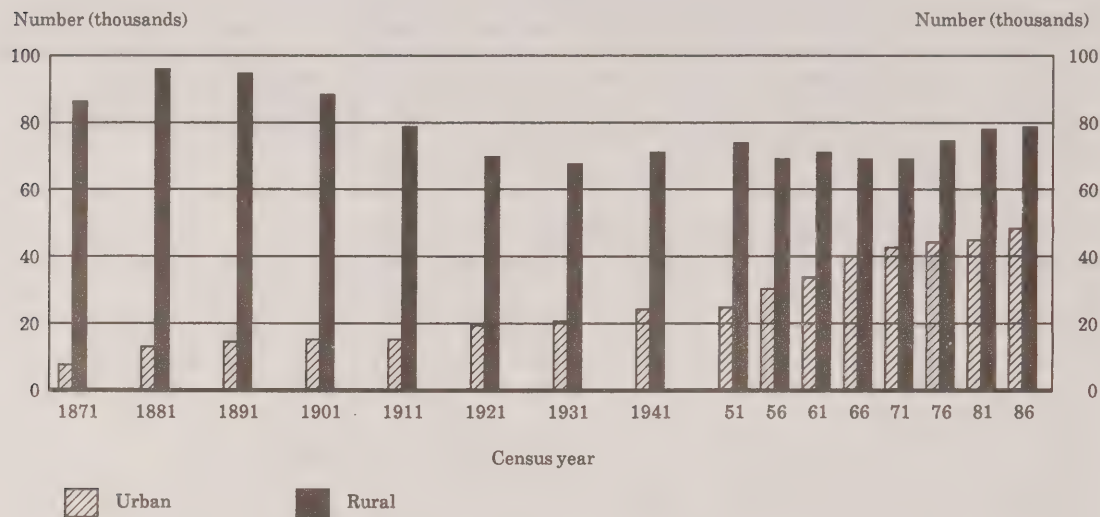
Population of Prince Edward Island, 1900-1988



Source: *Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). Prince Edward Island Statistics: Past and Present. (Table 1).*

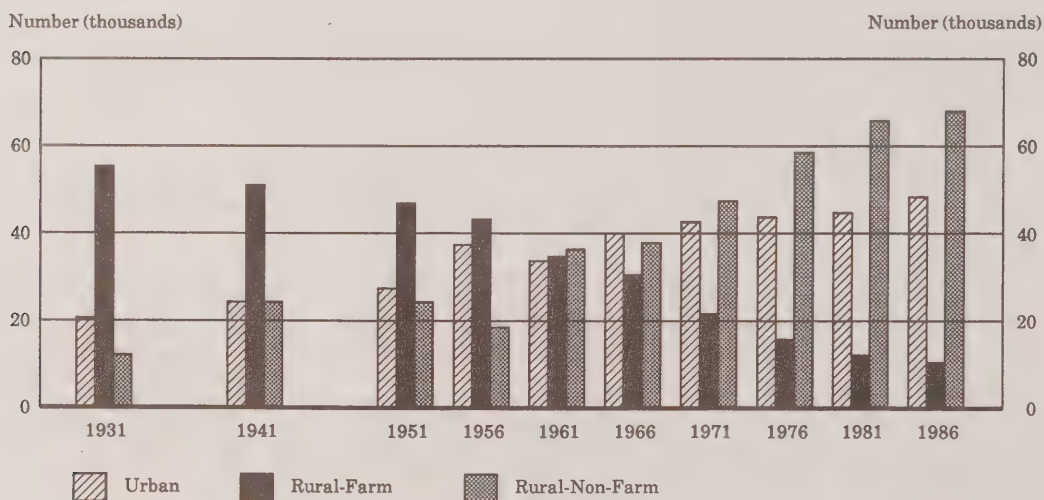
The urban-rural analysis somewhat masks the fact that the urban growth has occurred primarily in the rural area immediately surrounding Charlottetown, resulting in a metro area that includes a number of rural villages. The population of the rural farm areas of Prince Edward Island has shrunk dramatically over the past 30 years while the most significant increases have been in the rural non-farm areas (Figure 1.4). This reflects a national trend toward urbanization: as the agricultural economy became less labour intensive, the urban areas offered the greatest employment opportunities.

Figure 1.3 Rural and Urban Population, 1871-1986



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 4).

Figure 1.4 Urban, Rural-Farm and Rural Non-Farm Population, 1931-1986



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 4).

The birth rate on Prince Edward Island has fallen steadily since 1950 to 15.2 births per 1,000 population, slightly higher than the Canadian average (Figure 1.5). In spite of the higher rate of births, the island population has grown at a lower rate than the national average. This is due to two major factors: one is the exodus of significant numbers of persons in the prime working-age categories to provinces with greater employment opportunities; the other is the relatively low numbers of persons immigrating from other countries. In addition to a lower rate of growth, the population has become skewed towards proportionately more people 15 years of age and younger and more people 65 years of age and older than in the rest of Canada.

Figure 1.5 Birth Rate and Death Rate P.E.I. 1921-1988

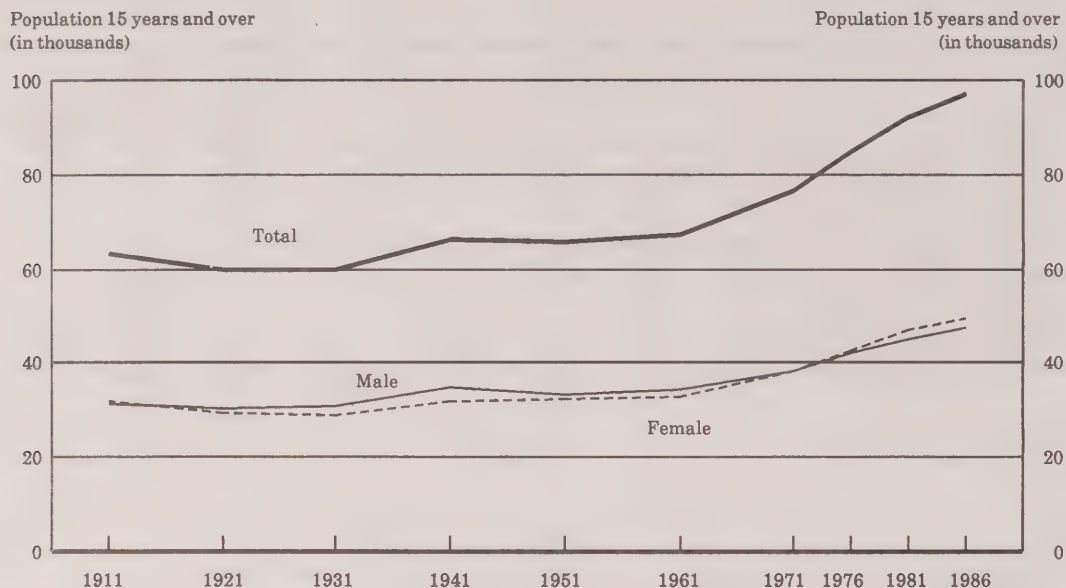


Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 7).

Labour Force Characteristics

The Prince Edward Island labour market is inextricably linked to the general economic situation, and population growth is closely linked to labour market conditions. The island population showed no growth this century until the census of 1961 (Figure 1.6). During this period natural population gains were limited by persistent out-migration. In 1961 the total population of the province was still below the level achieved 80 years earlier in 1881.

Figure 1.6 Growth of Population 15 years and Over P.E.I., 1911-1986



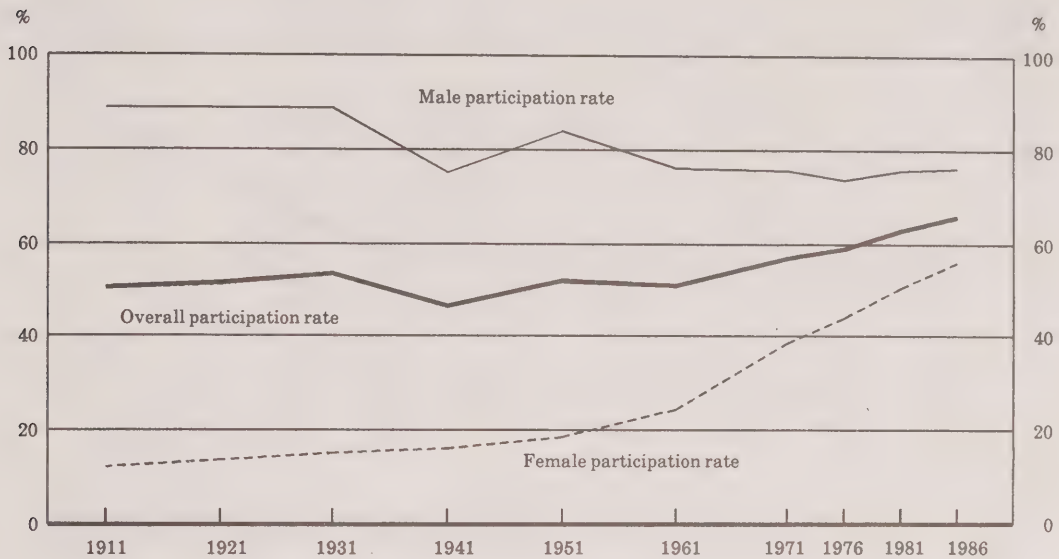
Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 15).

Following 1961 labour force participation increased steadily as the number of women and youth joining the labour force more than compensated for out-migration. Migration patterns in recent history have become much more volatile, with population gains and losses since 1970 swinging back and forth in relation to the economic conditions on the island and in other parts of the country. This was particularly evident during the boom years in western Canada from 1978 to 1981, when many people left Prince Edward Island in pursuit of more promising employment opportunities.

In 1911 only 12.3% of the female population 15 years old and over on Prince Edward Island were participating in the labour force. In that same year 87.3% of the labour force was male. Seventy years later, in 1981, approximately 50% of the female population over 15 years of age were in the labour force, forming 40% of the total (Figure 1.7). In the years from 1971 to 1986 the rate of labour force participation by females over 15 years old increased by 86.4% in comparison to 23.9% for males. The male labour force has continued to grow at a much slower rate, with gains due to population increase somewhat offset by older males retiring earlier and younger males staying in school longer (Figure 1.8). Although the labour force participation rates on Prince Edward Island continue to be slightly below the national average, they are the highest of the Atlantic provinces.

Figure 1.7

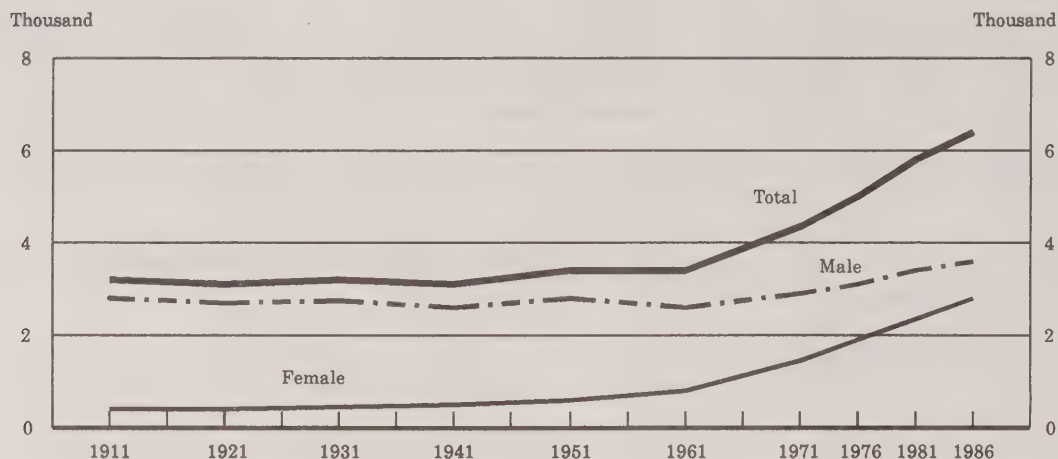
P.E.I. Participation Rates, 1911-1986



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 15).

That portion of the female labour force with young children has also grown significantly. In the five years between the census of 1981 and the census of 1986, the labour force participation rate of women with children under 6 years old increased from 59.2% to 72.9%. During the same period, participation by women with children at home who were both under and over 6 years old increased from 50.8% to 66.1%. This growth in labour force participation has resulted in significant additional demand on child care resources.

Figure 1.8 Growth of P.E.I. Labour Force 15 Years and Over



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 15).

At the same time that the employment rate on Prince Edward Island was increasing, unemployment on the island also increased from 8% in 1975 to 13% in 1988. During the period 1961 to 1986 the employment rate increased from 50% to 55.7%; at the same time, the number of persons participating in the labour force increased from 51% to 64%. Since the unemployment rate is the difference between the participation and employment rates, it is obvious that the increases in employment have not kept pace with increasing participation levels. Table 1.1 shows recent labour force figures.

Table 1.1 Prince Edward Island Labour Force, Employment and Unemployment, by Sex Annual Averages, 1985-1988

		Population 15+ '000	Labour Force '000	Participation Rate %	Employed '000	Unemployed '000	Unemployment Rate %
1985	Male	46	33	71.8	28	4	13.1
	Female	48	25	51.7	21	... ¹	...
1986	Male	46	33	71.6	29	4	13.0
	Female	48	26	52.9	22	4	14.0
1987	Male	46	34	72.3	29	4	12.7
	Female	49	26	53.9	23	4	13.8
1988	Male	47	34	73.0	30	4	11.5
	Female	49	27	55.5	23	4	14.9

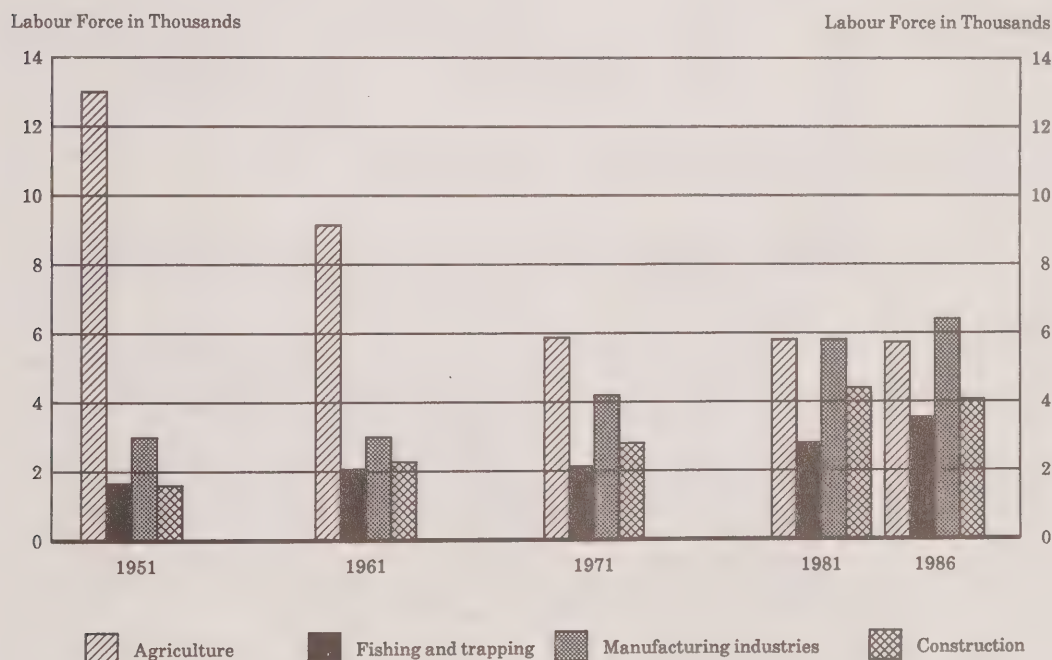
¹ Less than 4,000 in sample

Source: Prince Edward Island. Department of Finance, Statistics and Fiscal Analysis Division. (1988, March). *Fifteenth Annual Statistical Review*.

Total employment on Prince Edward Island increased by 29% between 1975 and 1988, with a greater gain in full-time employment for women (53.3%) than for men (12%). Part-time work showed the largest percentage gain, however, with 60% more jobs over-all. Although the numbers of men working part-time are too small to record accurately, by a process of extrapolation it is possible to determine that the percentage increase in part-time employment among men was higher than the increase in part-time employment among women.

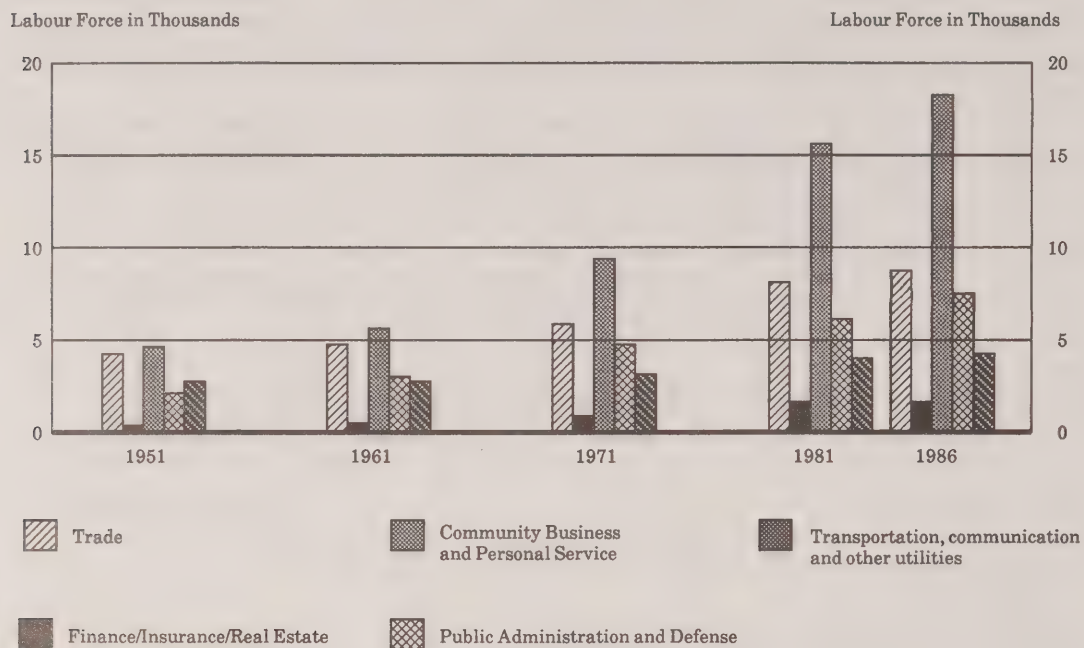
Since 1951 Prince Edward Island has moved increasingly toward a more balanced goods-producing sector (Figure 1.9). In addition, the island has experienced substantial growth in service industries (Figure 1.10). The decline in the agricultural labour force between 1951 and the early 1970s was offset primarily by increases in the community service sector, followed by retail and wholesale trade and financial services. This has meant a shift from a predominantly rural way of life to a much more urban and rural non-farm existence. Table 1.2 shows how the service sector continues to be dominated by women and the goods-producing sector by men.

Figure 1.9 Labour Force by Goods Industry for Selected Years, 1951-1986



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 18).

Figure 1.10 Labour Force by Services Industry for Selected Years, 1951-1986



Source: Prince Edward Island. Department of Finance, Economic, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 18).

The service industries have flourished in large measure due to increased personal income, both earned and in the form of federal transfer payments. Average incomes for both males and females have been increasing at a higher rate than the national average. The average income for males and females in Canada increased to \$23,265 and \$12,615 respectively in 1986; in percentage terms this amounted to increases of 37.5% and 49.9% respectively from 1981. During the same period, the average incomes for men and women on Prince Edward Island increased to \$16,988 and \$10,223, or 42% and 56.6% respectively. Post-war per capita personal income on the island has grown steadily as a percentage of the per capita income for all of Canada, from a low of 49.2% in 1953 to 72.8% in 1988 (Statistics Canada, 1986).

Table 1.2 **Labour Force 15 Years of Age and Over by Sex**

	1971		1986	
	Male %	Female %	Male %	Female %
Goods-Producing Industries				
Agriculture	16.7	7.3	12.0	5.4
Forestry	0.4	.. ¹	0.9	0.3
Fishing and Trapping	7.2	0.5	8.2	2.4
Mines (Milling/Quarries/Oil)	0.2	.. ¹	0.3	.. ¹
Manufacturing	10.0	9.3	10.7	9.7
Construction	9.5	0.8	10.5	1.3
Total Percent	44.0	17.9	42.6	19.1
	No.	No.	No.	No.
Total Number by Sex	12,580	2,575	15,125	5,180
Total Number	15,155		20,305	
	1971		1986	
	Male %	Female %	Male %	Female %
Service-Producing Industries				
Transportation/Communication and Other	9.3	3.1	9.6	3.2
Trade	14.0	13.2	13.9	14.1
Finance/Insurance/Real Estate	1.5	3.1	2.1	3.5
Community Business and Personal Service	11.2	43.3	17.1	45.0
Public Administration and Defense	12.7	7.7	12.0	11.9
Total Percent	48.7	70.4	54.7	77.7
	No.	No.	No.	No.
Total Number by Sex	13,885	10,125	19,450	20,960
Total Number	24,010		40,410	
Industries Not Defined or Specified (%)	7.5	11.7	2.8	3.1
Number of Industries not defined or specified	2,145	1,690	1,010	845

¹ Sample too small for inclusion.

Source: Prince Edward Island. Department of Finance, Economics, Statistics and Fiscal Analysis Division. (1990, April). *Prince Edward Island Statistics: Past and Present*. (Table 18).

Family Characteristics

Births on Prince Edward Island have dropped from 24.3 per 1,000 population in 1921 to 15.4 in 1988. As a result, the average family size has decreased to 3.4, with an average of 1.5 children. Both figures are slightly higher than the national average. The average number of deaths has not declined significantly since the 1920s. Marriage rates are marginally higher on the island than in Canada as a whole, and divorces are fewer. The rate of divorces, which increased by 57.8% from 1978 to 1985 and then fell off slightly in 1986, has remained one of the lowest in Canada at 150.9 per 100,000 population.

Like other provinces, Prince Edward Island has experienced rapid growth in its single-parent population. These families represented 7.5% of the total number of families in 1966, increasing to 12.6% in 1986 (see Table 1.3). The rate of growth over the 20-year period was 137%, compared to 41% for all families (see Table 1.4). Until the census of 1986, Prince Edward Island had a higher percentage of single parents than the national average.

Table 1.3 **Number of One-Parent Families and Percentage of Families Which are One-Parent Families for P.E.I. and Canada for Selected Years**

	Prince Edward Island			Canada		
	Number of One-Parent Families	Total Number of Families	% of Families which are One-Parent Families	Number of One-Parent Families	Total Number of Families	% of Families which are One-Parent Families
	No.	No.	%	No.	No.	%
1966	1,706	22,728	7.5	259,834	4,526,266	5.7
1971	2,435	24,170	10.1	477,525	5,053,170	9.5
1976	2,875	27,560	10.4	559,330	5,727,895	9.8
1981	3,660	30,220	12.1	714,010	6,324,975	11.3
1986	4,040	32,070	12.6	853,640	6,734,975	12.7

Source: *Prince Edward Island Advisory Council on the Status of Women. (1989, September). Mother-led Families in Prince Edward Island.*

Table 1.4 **Percentage Changes in Number of One-Parent Families and Total Number of Families for P.E.I. and Canada, 1966-1986**

	Prince Edward Island		Canada	
	Change in One-Parent Families	Change in Total Number of Families	Change in One-Parent Families	Change in Total Number of Families
	%	%	%	%
1966-71	+42.7	+6.3	+83.8	+11.6
1971-76	+18.1	+14.0	+17.1	+13.4
1976-81	+27.3	+9.7	+27.7	+10.4
1981-86	+10.4	+6.1	+19.6	+6.5
1966-86	+137.0	+41.0	+229.0	+49.0

Source: *Prince Edward Island Advisory Council on the Status of Women. (1989, September). Mother-led Families in Prince Edward Island.*

Poverty is closely associated with being a single parent on Prince Edward Island, where 36.5% of single-parent, mother-led families are on social assistance. In addition, 67.1% of the families on social assistance are mother-led single parents, and 95.5% of all unattached individuals on social assistance with dependents are women. On a broader basis, the over-all improvement of incomes on the island has benefited the poor. In 1980, 14.5% of all Prince Edward Island families were considered low-income by Statistics Canada, reducing to 12.6% by 1985. During this same period the incidence of low incomes among single-parent families fell from 31.1% to 27.6%. Although this may seem to be an encouraging sign, in comparison only 9.9% of two-parent families had low incomes, down from 11.6% in 1981.

The development of kindergarten and child care programs on Prince Edward Island has been consistent with the island's socio-economic development. The predominantly rural, seasonal, fishing, and farming nature of the economy meant that until recently families were somewhat isolated and quite self-sufficient. Mothers who worked outside the home were frequently employed in seasonal jobs related to fishing or farming, and children were usually cared for by a family member, a relative, or a neighbour. It was common to find large extended families in the same small communities. Child care programs on Prince Edward Island began in response to needs other than those of working parents.

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Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE ON PRINCE EDWARD ISLAND

While early childhood programs have existed in one form or another on Prince Edward Island since the early 1800s, child care as a formal, licensed system did not appear until the 1960s. The development of early childhood services as we know them today is part of the overall development and expansion of programs for young children in general and, in particular, the growth of kindergarten and nursery schools in the province. The child care system in P.E.I. today has its roots in these types of programs.

Prince Edward Island has always been primarily rural in character, with close-knit communities and large extended families. This was certainly true in the period following World War II; at that time, P.E.I. also had limited economic resources, unpaved roads, and high unemployment. During the 1940s and early 1950s, there were few social service programs in the province. Families in Charlottetown who needed food and/or heat could come to City Hall and get some fish and potatoes and a load of coal (Sister Mary Henry, personal communication, 1990).

Formal systems of child care in which caregivers received a fee for their services simply did not exist during the 1940s and 1950s in P.E.I. Even if a woman was employed outside her home, she would usually give up her outside employment once she had children; during the 1950s women in the civil service were required to take leave after having a baby (John Eldon Green, personal communication, 1990). Religious organizations were often involved in the care of children, usually as a means of helping families who were in trouble and usually in the form of institutionalized care such as orphanages.

Several orphanages operated in the Charlottetown area during this time. The Sisters of St. Martha operated St. Vincent's Orphanage, and a Protestant orphanage was located in Mt. Hebert. These orphanages served a large number of children (135 children at St. Vincent's in 1945) and were financed entirely through donations. To feed the children the sisters operated a farm in conjunction with the Catholic orphanage (Sister Mary Henry, personal communication, 1990).

During the 1950s the Catholic Family Services Bureau operated a headstart program in the downtown Charlottetown area. Again, this service was for children who were considered to be economically and culturally deprived, and all services were donated.

Not until the 1960s did the types of child care programs that are in existence today begin to appear in Prince Edward Island. Until this time very few women worked outside the home, and those that did tended to live in the more populated Charlottetown area. In 1990 Kathleen Flanagan Rochon and researcher Cynthia Rice interviewed mothers who were employed outside their homes in the 1960s, and who consequently had to make some form of day care arrangements during

that period. The interviewers discovered that most of these women relied on housekeepers to care for their children. The housekeeper may or may not have lived with the family. In many cases a family member, usually a grandmother or aunt, would come into the working mother's home to care for her children. In rural areas women tended to work on the farm. Interviews with rural families revealed that members of the extended family shared the household and also the responsibility of caring for the children if the mother was in the barn or on a tractor, etc. Given the nature of child care practices on the island during this time, it is not surprising that the first group programs to be established were neither licensed nor regulated by the government.

The Early Years: 1960-1974

Development of kindergarten

Kindergarten programs began to develop during the 1960s, particularly in the Charlottetown area. Since no government standards existed and since these programs were not considered to be under the jurisdiction of the Department of Education, many of the women who established them were forced to rely on each other for ideas, programs, and advice. At first some communities were skeptical about the feasibility and the importance of these programs, but usually the enthusiasm of the children was enough to convince parents, and the programs flourished.

A good example of this type of program was the kindergarten established at the newly erected Confederation Centre of the Arts in Charlottetown. The program operated as a half-day program and was initially conceived as a means of attracting adults into the centre's activities. Activities in the kindergarten focused on art, drama, music, story-telling, etc. and eventually became the basis for a number of children's programs operating out of the Confederation Centre today (Pam Williamson, personal communication, 1990).

One influence on the development of kindergarten programs outside the city of Charlottetown was the consolidation of schools which took place in the early 1970s under the PEI Comprehensive Development Plan (1969). Vacated one-room school houses were now available to parent groups and community organizations to use for small kindergarten programs for local children. Often, a preschool program was included for 3 and 4-year-old children as well.

The growth of kindergarten was also influenced by the influx of families to P.E.I. during this period from other parts of Canada. Many of these young families were used to the services available to them in other provinces and were looking for the same types of programs for their children in P.E.I.

Development of day care

The emergence of day care, meaning full-day early childhood programs, grew out of the kindergarten movement of the 1960s but continued to be strongly influenced by the orphanage atmosphere surrounding child care in the 1940s and 1950s. Serving the needs of disadvantaged children was still the main concern throughout the province. Social workers began to view the half-day kindergarten programs as having benefits for disadvantaged children that were not possible in a residential orphanage environment.

Many half-day kindergarten programs had been established to address the needs of disadvantaged children, but social workers and other public officials pressured some of the programs to expand to full-day operation. This was due not only to the needs of children but also to difficulties with transportation and the needs of working parents, particularly single parents.

Day care in rural areas began to develop between 1969 and 1971, largely as a result of a project of the Department of Regional Economic Expansion (DREE) entitled Newstart. This project identified Kings County in the northeastern section of P.E.I. as an impoverished area. Although this federally funded program operated in other parts of Canada as well, Kings County was the only area in P.E.I. in which it operated (Isabel Dingwell, personal communication, 1990).

In the second year of the Newstart project, day care was initiated in the Sourls and Morell areas. The program had a number of objectives: to demonstrate that day care in rural areas was feasible, to provide care for children so that mothers could seek employment, and to provide a training centre for the young children who attended. The children had to belong to the target group identified by DREE: that is, they had to come from economically and socially/culturally disadvantaged families.

These day care centres were fully funded through DREE for 2 years. Mothers who could afford to pay a fee were denied access to the program. The day care program provided transportation, meals, and a child-oriented developmental program. Canada Newstart conducted a follow-up study to this project entitled *Daycare Centres as Part of a Community Service Centre*. This 1971 study, conducted by R. Faulkner, R. MacCarthy and E. MacKenzie showed that the children thrived and that there were long-term benefits, including improved school performance (Faulkner, MacCarthy, & MacKenzie, 1971).

When federal funding for Newstart ended in 1971, the day care centres were the only components of the project which continued. Several community groups lobbied the provincial government and were able to secure funding to allow the centres to re-open as a full-day child care service available to all members of the community in the fall of 1971. These two day care centres, Morell Early Childhood Development Centre and the Sourls Day Care Centre, still operate today and provide the only full-day licensed child care services in that area of the island.

At the same time, another day care centre was opened for low-income families at the western end of the island. St. Andrew's Child Development Centre in Inverness began operation in 1971 with the cooperation of the director of child welfare and the Layman's Council of the Anglican Church Deanery for P.E.I. This centre was based on the Newstart model in that it provided transportation, meals, and a developmental program for disadvantaged children. St. Andrew's still operates today as a licensed child care facility (Prince Edward Island. Child Care Facilities Board, unpublished data).

Provincial government involvement

In the early 1970s the government was experiencing growing pressure to do something to improve conditions in some day care centres in Charlottetown. Some programs cared for large numbers of children within a confined space and without paying much attention to providing appropriate learning experiences. Operators justified the crowded conditions and the often inadequate ventilation and lighting by arguing that the children did not spend long periods of time at the centre.

In 1971, following a review of the day care issue by the Human Resources Committee, the Department of Social Services took over responsibility for the regulation of child care facilities and for the management of any public funds that would be appropriated for day care purposes. In the same year the Department of Social Services brought four other centres under the provincial government's day care funding program. In addition to the centres in Souris and Morell, the Parkdale-Sherwood Headstart program, the Charlottetown Day Care, and the day care centres at St. Andrew's and the University of P.E.I. received grants to cover all operating costs. These six centres were non-profit, community sponsored programs serving disadvantaged children. The six centres served a population of 190 children out of a total provincial preschool population of 12,500 (Prince Edward Island. Department of Health and Social Services, unpublished data).

In 1972, a two-year program in Early Childhood Education was initiated at Holland College on its Charlottetown campus. A kindergarten operated by Mrs. Mei Chiang and called the Holland College Kindergarten was attached to the program to provide on-the-job training for the students.

Day care staff, parents, and government officials continued to express concern about the standards and conditions in many day care centres, and discussions held among these three groups led to the enactment of the *Child Care Facilities Act* during the 1973 session of the provincial Legislative Assembly (Prince Edward Island, 1974). This Act provided for the immediate establishment of the Child Care Facilities Board. The composition of the five-member board was multidisciplinary, and the chairperson was the director of child welfare for the province. The board was charged with the responsibility of licensing child care facilities and with recommending regulations to the Executive Council of the province.

Initially, licensing requirements addressed basic health and fire safety, although there was continuing discussion about regulating other aspects of child care facilities, including specific space requirements, staff/child ratios, and certification of staff. Government turned to day care operators for advice on the possible scope of regulatory standards.

In the spring of 1974, operators of licensed child care facilities met together to discuss their desire for a voice in establishing regulations. This meeting established a provisional committee to organize the Early Childhood Development Association (ECDA) of Prince Edward Island. The ECDA was incorporated as a non-profit organization and continues today as the only professional association of early childhood educators in the province (Early Childhood Development Association, 1974).

The Growing Years: 1975-1985

Types of service

By 1975 there were 50 child care facilities licensed in Prince Edward Island under the *Child Care Facilities Act*. Although a few of these were licensed family day care homes, unlicensed family day care or care by a relative or neighbour were still the most widely used forms of child care. Changing patterns of employment, particularly the increasing number of women entering the labour force, were having an effect on the child care needs of families. While new centres were opening in the Charlottetown area to accommodate this need, licensed child care remained largely unavailable to families in rural areas.

In 1978 Industrial Enterprises Incorporated (I.E.I.) made the first attempt at establishing a workplace day care for employees in the West Royalty Industrial Park in the Charlottetown area. After reviewing proposals, the company decided to establish a worksite day care in a multi-purpose industrial building located in the industrial park. This was the first "purpose-built" day care on P.E.I. It consists of approximately 2,300 square feet of space and is designed to accommodate 35 children. The space is rented to an early childhood educator who operates the facility as a private day care centre. Although this centre was designed to be a service for employees in the industrial park, it has been necessary to offer spaces to children in the surrounding community in order to maintain full enrolment (Jane MacDonald, personal communication, 1990).

Although all licensed child care programs fall into three main categories--day care centres, day care homes, and kindergartens--different kinds of services or program orientations have developed. An inter-generational program was opened at Beach Grove Home, a provincial home for elderly people, and a child care program was initiated at Anderson House, a protective shelter for battered women and their children. A mobile preschool program began in 1982 in rural Kings County on the eastern end of the island. This project, known as PAL (Play and Learn) involved eight communities. A van would travel to each of the communities on a rotating basis, bringing staff and equipment to set up a preschool environment for the children. At the same time, parents were invited to attend information sessions on child rearing, health care, nutrition, and related topics (Kings County Demonstration Project, 1983; Prince Edward Island. Department of Health and Social Services, 1984).

A spinoff of the PAL project was the West Prince Playmobile Project which operated on the western end of the province from 1983 until 1985. This project operated in a similar fashion to PAL with the addition of a toy lending library (Prince Edward Island. Department of Health and Social Services, unpublished data).

Since the province had no program that could provide start-up expenses for new child care facilities, many community organizations looked to federal employment and job training grants to obtain necessary funding. In 1984 the Department of Health and Social Services and the Early Childhood Development Association co-sponsored a Satellite Family Day Care Project with funding from Canadian Employment and Immigration Commission (CEIC). This project attempted to establish licensed day care homes in rural areas by linking the homes to existing day care centres for program support.

In 1985 the first licensed after-school program was established in the Charlottetown area, sponsored by the YMCA. This was a pilot project which quickly expanded to eight schools in the Charlottetown area and one in Summerside. The growth in the demand for this type of service resulted in a decision to add school-age child care to the definitions in the Regulations for the *Child Care Facilities Act* in the 1986 revisions (Prince Edward Island, 1986).

Public Education

During the years 1975 to 1985 the provincial Early Childhood Development Association (ECDA) gained greater visibility and credibility. As early as 1978 the ECDA presented the provincial government with a proposal for mandatory staff certification. While the government agreed with the proposal in principle, it indicated that it was not ready to implement such requirements. The ECDA then embarked on a province-wide public education campaign to inform parents of the benefits of quality child care and early childhood education. With the help of a federal employment grant, the association hired a public relations coordinator and developed publicity materials, a logo, and public information displays.

Recognizing the ECDA as the organization which represented the majority of child care professionals in the province, the government asked the ECDA in 1979 to send representatives to a committee which was to develop guidelines for new regulations to accompany the *Child Care Facilities Act*. In 1980 the ECDA requested that two of the four positions on the Child Care Facilities Board be designated for members of the Early Childhood Development Association. The government agreed and in 1987 took this policy one step further by designating representatives of the ECDA in the revised *Child Care Facilities Act* (1987) as two of the members of the Child Care Facilities Board (Prince Edward Island, 1987).

In an attempt to increase parents' awareness and appreciation of the nature of early childhood programs, the ECDA organized what was to be the first of many Playfairs in the fall of 1979. These one-day events were designed to allow parents and children to experience directly the variety of activities which one would typically find in an early childhood program. The Playfairs were a huge success and were later organized on a county level.

Undoubtedly the most popular and most successful project of the Early Childhood Development Association has been its Early Childhood Equipment Library. Funded since 1979 with an annual grant from the Department of Health and Social Services, this library loans early childhood development materials free of charge to any licensed centre in the province. The objectives of the project are to introduce new materials to centres, to assist centres with the high cost of obtaining new materials, and to be a resource to centres when a specific type of equipment is needed for a specified amount of time only. This library has been very well used and is still in operation today (Elizabeth Jeffrey, personal communication, 1990).

In 1982 the Early Childhood Development Association reorganized and formed three regional chapters, each with a chairperson and a secretary/treasurer. Several years later a fourth chapter was established, and today all areas of the province are represented by a local executive. The provincial executive, which is made up of the local executives, continues to be a driving force in the development of services, consulting with the provincial government and taking a public stand on child care issues (Alice Taylor, personal communication, 1990).

Funding

By 1977 the public had grown increasingly dissatisfied with the government's policy of restricting operating grants to six selected day care centres. Communities, early childhood workers, and social workers recognized the discrepancies that existed across the province with respect to the availability of day care services. In 1977 the government decided to change its funding policy to a program of child care fee subsidies for eligible parents. The program was introduced throughout the province through the five regional offices of the Department of Health and Social Services.

Parental choice has always been an important feature of the Child Care Subsidy Program. Once eligibility has been established and the parents' portion of child care expenses is determined, parents are free to choose the centre that best meets the needs of the child and the family. Parents receive advice about how to select a centre and are urged to look for qualified staff, quality programing, and flexible policies. Parents can use their subsidies at either non-profit or privately operated centres.

The Department of Health and Social Services expanded this program to include a new policy for special needs children in 1982. This policy authorizes higher per diem subsidy rates for children with special needs who attend licensed child care programs. The intent of the higher per diem rate was to give the centres the resources to provide individualized programming for these children. The flexibility of this policy was instrumental in encouraging many early childhood supervisors to develop integrated programs in their centres.

Many day care centres found themselves in severe financial difficulty during 1982 and a number were forced to close. Between 1980 and 1983 the number of licensed day care spaces on the island decreased from 401 to 280. The Early Childhood Development Association, the Single Parent Family Association, and other community organizations approached the government with a request for direct funding to licensed child care centres. Representatives of these organizations argued that centres could not continue to provide quality child care if they had to depend entirely on fees collected from parents (Prince Edward Island, Department of Health and Social Services, unpublished data). Over the next few years the Department of Health and Social Services drafted several proposals and presented them to Cabinet, but requests for additional funding were always denied.

As a result of a meeting held on December 14, 1982 between the Minister of Health and Social Services and representatives of the Early Childhood Development Association, the Single Parent Family Association, ALERT (Alert is not an acronym, but is a local organization advocating for improved benefits for welfare recipients), and concerned individuals, the government agreed to fund a comprehensive study of child care services in the province. An advisory committee was established in February 1983, chaired by the department's coordinator of early childhood services. This group examined provincial child care policies across Canada, interviewed 800 parents who were currently using licensed child care services in P.E.I. and interviewed all supervisors of licensed child care facilities in the province.

The *Study of Child Care Services in Prince Edward Island* (Prince Edward Island, Department of Health and Social Services, 1983) made a number of recommendations to the government, to various provincial organizations, and to Holland College. The issues addressed included direct funding to child care centres, child care legislation, the need for regulations covering staff certification and programing requirements, the need for additional training options, subsidies to parents, administration of licensed centres, and unlicensed child care.

The following list includes some highlights of the study.

- 100% of parents using day care considered staff to be the most critical factor in their choice of a centre; program was the second choice for 99%.
- Most parents (96%) were satisfied or extremely satisfied with their child care arrangements.
- Supervisors of licensed centres saw no difficulty in complying with present regulations.
- A majority (78%) of supervisors wanted staff qualifications to be regulated by law.
- Salaries were extremely low; over half of the staff in day care centres earned less than \$5 per hour (Prince Edward Island, Department of Health and Social Services, 1983).

Although the government responded to a number of the recommendations immediately, none of the recommendations which required additional funding were implemented. Nevertheless, this study formed the basis for the development of child care in P.E.I. over the next several years.

Despite the loss of a large number of licensed child care spaces during 1982, child care on P.E.I. continued to flourish during the early 1980s. In 1980 there were 66 licensed centres; in 1984 there were 86 licensed centres. In 1983 the Advisory Council on the Status of Women declared that child care was the organization's most important issue. During that same year P.E.I. organized and hosted the first Atlantic Regional Children's Conference. This conference has since been hosted by Nova Scotia, New Brunswick, and Newfoundland. P.E.I. expects to host the conference again in 1993, ten years after the first one.

In the 1980s child care began to enjoy a higher profile in the public debate. Steady growth in the number of licensed centres, increased awareness of aspects of quality care, and an increased demand from parents for quality, affordable, and accessible child care contributed to a heightened awareness of child care as a public concern. Expressions of this concern received island-wide attention during hearings held by the National Task Force on Child Care in 1984 and the Special Committee on Child Care in 1986. Active interest was shown at this time by the Early Childhood Development Association, the National Farmers' Union, labour unions, Women's Institutes, the Advisory Council on the Status of Women, the P.E.I. Home and School Association, the Association of Parents of Children with Special Needs, church organizations, and the provincial government.

Recognition and Achievement: 1986-1988

From 1981 to 1986 the provincial government's allocation for child care subsidies for parents doubled from \$395,000 in 1981 to \$800,000 in 1986. In the next two years, the province again doubled its total child care budget from \$1.1 million in 1987 to \$2.2 million in 1989. This increase represented additional subsidies for parents as well as the introduction of the province's direct funding program for licensed centres. In 1987 there were 107 licensed centres; in 1988 there were 115 (Prince Edward Island Child Care Facilities Board, unpublished data).

In January, 1986 the government introduced revised child care regulations. This was the result of recommendations from the 1983 Study of Child Care Services, the Child Care Facilities Board, the Department of Health and Social Services, and the Early Childhood Development Association. The revised regulations included new training requirements for supervisors and staff of licensed early childhood services. Some parts of the new regulations became effective immediately, especially in relation to newly licensed centres. Existing centres were given until January 1991 to phase in the requirements.

The revisions to the regulations of the *Child Care Facilities Act* which were introduced in 1986 were followed by revisions to the Act itself in the following year (these revisions to the Act allowed for further revisions to the Regulations). Proclaimed in September 1987, the revised *Child Care Facilities Act* (Prince Edward Island, 1987) provided clear definitions of "child," "child care," and "child care facility"; defined the role of the Child Care Facilities Board; and allowed for a more streamlined, effective appeal procedure.

The new regulations concerning staff training created an enhanced demand for early childhood education courses, and Holland College began to examine the various ways in which it could meet this need. As a result, the first extension

course in early childhood education was introduced in September 1986 with co-sponsorship from the P.E.I. Department of Industry and the Canada Employment Commission. This course allowed employed supervisors and staff of early childhood programs to earn their ECE diplomas with part-time study. This was the first time in almost 20 years that part-time study leading to a diploma in Early Childhood Education was available in the province.

The University of Prince Edward Island's extension office also responded to the demand for early childhood education courses, and in consultation with the Department of Health and Social Services, began offering courses for people who needed to supplement related training with courses more specific to early childhood education.

Since the regulations governing staff certification require all staff to maintain their level of certification with a minimum of 30 hours of professional development in every 3-year period, there has been an increased demand for short courses, workshops, and seminars. To satisfy this demand, the Early Childhood Development Association and the Department of Health and Social Services have been co-sponsoring a yearly series of programs called the Early Childhood Series.

The Early Childhood Development Association has continued to take a leadership role in the province in the late 1980s. In 1988 the ECDA and the Department of Health and Social Services co-sponsored the first annual kindergarten conference for the province. In that same year, the ECDA organized the first annual Early Childhood Education Awareness Week, which was celebrated across the province (Jane MacDonald, personal communication, 1990).

In September 1987 the provincial government documented its child care policy in a paper entitled *Guiding Principles for the Development of Child Care Services* (Prince Edward Island, Department of Health and Social Services, 1987, September). This paper outlined the government's priorities for the development of new services and the enhancement of existing services in child care. Five major areas were identified: quality, affordability, availability, services for children with special needs, and parental involvement. This was the first time that the provincial government had taken a long-range position on child care. The policy was well received by the early childhood education community because it laid out a clear direction for government involvement and support for child care.

At the same time as the government adopted the Guiding Principles paper it also announced the implementation of the Direct Funding Program for licensed child care facilities. This program included maintenance grants for licensed day care centres and flat-rate grants for licensed day care homes, before and after-school programs, kindergartens and nursery schools, and occasional centres. The program also included infant incentive grants for licensed day care homes. The announcement of the Direct Funding Program seemed to be a turning point in the growth of child care services in P.E.I. With a portion of the grants earmarked specifically for salaries, staff wages increased. In addition, programs were better able to afford program resources, and for the first time it appeared to be feasible for individuals and groups to offer child care services in the various communities across the province.

Even though start-up funds were not available, the number of licensed centres and spaces increased considerably in the months and years following the announcement of the Direct Funding Program in September 1987. In 1984, P.E.I. had a total of 2,100 licensed child care spaces; in 1988, a total of 3,567 spaces were available (Prince Edward Island. Child Care Facilities Board, unpublished data).

In October 1988 the government announced the introduction of special needs grants to support individualized programs for children with special needs who were enrolled in licensed child care facilities. The introduction of the special needs grants eliminated the provisions in the Child Care Subsidy Program for additional subsidies for special needs children. Each application for a special needs grant was assessed on an individual basis; program quality was monitored through quarterly progress reports, case conferences, yearly audits, and consultation. Parents were involved at all stages of the process, from the application and approval of funding to the evaluation.

Into the Future

At the end of the 1980s, P.E.I. was still dealing with many of the same child care issues that have been around since the early 1970s. Infant child care is still scarce, although there has been some growth, especially in relation to larger day care centres expanding their programs to offer infant care. The lack of enough licensed child care spaces to meet the needs of rural families and of parents who are employed on a seasonal basis is still a concern. And while direct funding has improved staff salaries considerably, many centres are still paying low wages. This not only creates hardship for the staff but also makes recruitment of new staff extremely difficult. Low wages together with a rural location and fluctuating enrolment due to seasonal employment have created serious problems for the boards of some community day care centres.

The government has continued to support child care as a social, economic, and political issue. The provincial child care budget has increased steadily during the 1980s, from a total budget in 1981/82 of \$395,100 to a 1988/89 budget of \$2.2 million. In September 1988 the Department of Health and Social Services added an additional full-time staff position to deal with the ever-increasing workload associated with the child care program (Prince Edward Island. Department of Health and Social Services, 1989).

Both the public and professional image of child care workers has changed over the last 25 years. Child care is no longer seen as an occupation best suited to someone without the capacity to do anything else. Throughout the province people are realizing that the P.E.I. has high standards for child care services. This is apparent to both parents and early childhood professionals in the province.

With the challenges of the 1990s ahead, the Early Childhood Development Association, the provincial government, and early childhood educators will need to continue to work together with the same sense of cooperation, optimism, professionalism, and sharing that has characterized their relationships in the past.

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Chapter 3

AN OVERVIEW OF CHILD CARE LEGISLATION ON PRINCE EDWARD ISLAND

The following section provides an overview and discussion of:

1. the role and responsibilities of the provincial government with respect to the provision of child care services in the province of Prince Edward Island, including the relevant legislation pertaining to licensing of child care facilities.
2. the overall capacity and availability of child care spaces.
3. government funding for child care services, including subsidies available for families in P.E.I. and operating grants for licensed child care.
4. staff education and training requirements, including the general wages and working conditions of early childhood supervisors and staff in the province, and the professional organizations operating in the province.
5. the availability of specialized programs for children such as special needs child care and native programs.
6. support services to the child care community.

Definitions of the various types of child care programs can be found in Appendix A.

Provincial Ministries' Involvement and Legislation

Department of Health and Social Services

The Department of Health and Social Services (DHSS) is responsible for licensing, funding, and program and policy development.

Licensing

The Child Care Facilities Board is a multidisciplinary board responsible to the Minister of Health and Social Services. The board is established under the *Child Care Facilities Act* (Prince Edward Island, 1987) for the purpose of ensuring that the service provided in child care facilities is safe, of good quality, and appropriate to the needs of children. The functions of the board include licensing, advising on certification, monitoring the operation of facilities and ensuring adherence to prescribed standards, and providing advice to the Minister of Health and Social Services on regulatory issues in the field of early childhood development and child care. The board may revoke, suspend, or refuse to issue a license if the licensee is found to be in violation of the Regulations of the *Child Care Facilities Act*.

The coordinator of early childhood services is a resource person to the board; her administrative assistant is the secretary to the board; the coordinator, assistant coordinator, and administrative assistant are all appointed as inspectors for the Child Care Facilities Board.

Funding

The Department of Health and Social Services (DHSS) is responsible for the allocation of all funds approved for child care services in P.E.I. The department administers the Direct Funding Program, which provides maintenance grants, flat rate grants, infant incentive grants, and special needs grants. In addition, the DHSS regional offices administer the Child Care Subsidy Program, which provides financial assistance to eligible parents for the cost of child care in licensed facilities. The Child Care Subsidy Program is included in the *Day Care Policy Manual* of the Department of Health and Social Services. Authority for this program is derived from the *Welfare Assistance Regulations* (Prince Edward Island, 1990). Funding is provided on an annual basis to the Early Childhood Development Association of P.E.I.; funding for staff training in the area of early childhood development is also available.

Program and policy development

The Department of Health and Social Services is responsible for senior consultation on child care policy and program development. In addition, the DHSS maintains current statistics on spaces and centres and monitors future trends.

There are five regional offices (see Figure 3.1) of the DHSS. These offices administer the department's Child Care Subsidy Program under the direction of regional day care coordinators. Social workers and social service workers assist with initial applications for subsidy. In addition to the financial management of the Child Care Subsidy Program at the regional level, the regional day care coordinators also maintain regular contact with local facilities and are available to answer questions from the public about the availability of child care.

Figure 3.1

P.E.I. Department of Health and Social Services Regional Offices



Source: Prince Edward Island. Department of Health and Social Services. (1990).

Department of Industry

One other Department has a somewhat less direct involvement in child care services. The Department of Industry co-sponsors an Early Childhood Extension Program which is offered at Holland College. This program provides part-time instruction in early childhood education for employed child care workers in the province who wish to upgrade their skills in order to comply with provincial staff training regulations.

Relevant Legislation and Regulations

The *Child Care Facilities Act*, (Prince Edward Island, 1987) which governs the licensing of child care facilities in P.E.I., was first proclaimed in 1974 and later revised in September 1987. Regulations to the Act were first enacted in 1978; later revisions came in 1986 and in 1987. *Guidelines to the Regulations* have also been adopted by the Child Care Facilities Board.

The Child Care Facilities Board (CCFB) is designated as the body responsible for enforcing the Regulations of the *Child Care Facilities Act*. The CCFFB is comprised of one representative from the Department of Health and Social Services, one representative from the Department of Education, two members of the Early Childhood Development Association of P.E.I., and two parents. The chairperson is a public servant and is usually designated from the Department of Health and Social Services.

The provincial Fire Marshall's Office and the Division of Community Hygiene also provide support in carrying out inspections under the *Child Care Facilities Act*.

Child Care Programs

Licensed Core Care

Centre-based day care (CDC)

Centre-based day care is group care provided in a facility other than a home. Other than in infant care (which is regulated), the maximum group size for each age group may vary. This type of centre is licensed as an early childhood centre and may operate for a full or half day. Maximum centre size is 50. Early childhood centres are classified as Type I facilities whose primary objective is to provide an early childhood developmental program emphasizing age appropriate activities.

A majority of centre-based child care spaces in P.E.I. are offered through the private sector, which represents 62% of the overall capacity. Table 3.1 shows the number of private and non-profit facilities providing group care for each core and supplemental care category and the number of family day care facilities. Also displayed is the total enrolment capacity in family day care facilities and the total capacity by program auspices and care type.

Table 3.1 Licensed Program Type by Auspices in Prince Edward Island

Type	Facilities		Capacity		Enrolment	
	Profit	Non-Profit	Profit	Non-Profit	Profit	Non-Profit
Centre-based Day Care						
Infant/Toddler/Preschool	25	14	783	470		1,100 ¹
School Age	N/A	9		332		282
Family Day Care²						
Infant/Toddler/Preschool/and School Age	7	N/A	49	N/A	45 ¹	
Other						
Kindergarten	19	36	561	999	1,470 ¹	
Nursery School						

¹ No breakdown by profit and non-profit.

² All Family Day Care are considered to be profit.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Family day care (FDC)

Licensed family day care homes are classified as Type II facilities whose primary objective is to provide relatively informal care emphasizing family-oriented activities for children. The maximum number of children allowable in a FDC setting is seven, including the provider's own children. There is very little FDC available in P.E.I.

Table 3.2 shows the number of facilities and capacity by care-type.

Table 3.2 Licensed Program Type by Relevant Characteristics, Capacity and Enrolment in Prince Edward Island

Type	Child Age	Staff/ Child Ratio	Maximum		Facilities	Total Capacity	Total Enrolment 1988
			Group Size	Number of Children Per Facility			
Centre-based Day Care (CDC)							
Infant	under age 2	1:3	6	50			
Toddler	2 years old	1:5	--2	50	39 ¹	1,250 ¹	1,100 ¹
Preschool	3-4 years old	1:10					
	5-6 years old	1:12	--2	50			
School Age	7-10 years old	1:15	--2	50	9	332	285
Family Day Care (FDC)							
Infant	< 2 years old	1:3	3	7			
Toddler	2 years old	1:5	3	7	7	49	45
Preschool	3-4 years old	1:10 ⁴	--3	7			
	5 years old	1:12 ⁴					
School Age	6-10 years old	1:15 ⁴	--3	7			
Other							
Nursery School	3-5 years old	1:10	--2	50	1,560 ⁵	1,470 ⁵	
Kindergarten	5 years old	1:12	--2	50			

¹ This Total for CDC categories Infant, Toddler and Preschool only. No breakdown available.

² Group sizes for these categories are unregulated.

³ The number of children permitted in each age group for family day care varies (see footnote #4).

⁴ Centre day care staff/child ratio also applies to family day care. A total of seven children may attend a family day care only if the staff/child ratio for each age group is observed. For mixed age groups a formula is used to determine the number of staff required.

⁵ This Total for both Nursery School and Kindergarten. No breakdown available.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Reports.

Informal Sector and Excluded Care

Unlicensed care

Family day care facilities may operate without a license depending on the number and ages of the children involved. An unlicensed family day care home may operate with either a maximum of three children younger than 2 years of age or a maximum of five preschool children if no more than two are younger than 2 years of age. With a mixed-age group of children up to 10 years of age (with no more than two younger than 2 years of age), the family day care home may operate without a license with a maximum of six children. In all of the above categories, the caregiver's own preschool children must be included.

Excluded care

Care types excluded from licensing are identified in the *Child Care Facilities Act* (Prince Edward Island, 1987). Excluded programs include child care provided by persons to their own children, grandchildren, brothers, sisters, nieces or nephews; services regulated by the *P.E.I. School Act* (Prince Edward Island, 1988, Cap. S-2); child care provided by hospitals to children who are patients in the hospitals; child care provided by a church during its service or as a part of religious instruction which does not exceed 5 hours per week; child care provided to children in camps operated for seasonal or holiday periods; child care provided to children as part of the regular activities of community recreation programs; a group home recognized as such by the Minister of Health and Social Services; and any other situation as the Lieutenant Governor in Council may determine.

Geographic Distribution

Table 3.3 shows the distribution of centres and spaces for group care, family day care homes, and school-age centres. Since Prince Edward Island is primarily a rural province, the urban figures represent those centres and spaces located in the Charlottetown and Summerside areas.

Table 3.3 **Urban/Rural Distribution of Care Types in Prince Edward Island**

	Rural		Urban	
	Centres	Spaces	Centres	Spaces
Community Day Care				
All ages	18	461	21	792
Family Day Care				
All ages	5	35	2	14
School-age	3	92	6	240

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Special Populations

Native

At the present time, there are no licensed child care facilities specifically for native children, either on or off reserve. There is a kindergarten program on the Lennox Island Reserve, but this is not licensed by the Child Care Facilities Board.

Special needs

There are no separate special needs programs in P.E.I. All children with special needs who attend licensed child care facilities are in integrated programs. Special needs grants were introduced in October 1988. Data is not available at this time for the number of spaces allocated in centres for special needs children.

Multicultural

Although there are no programs specifically designated as multicultural programs for pre-school children in P.E.I., children from a variety of cultural backgrounds are enrolled in early childhood centres across the province. Both the P.E.I. Multicultural Association and the Early Childhood Services office of the Department of Health and Social Services circulate information and distribute materials to early childhood centres to encourage and enhance multicultural activities in these programs.

Support Services

Support services in P.E.I. are limited; they include two toy lending libraries and one parent resource centre.

Funding of Child Care Services

Subsidies

Subsidies for licensed child care services are available to eligible families through the Child Care Subsidy Program. The amount of subsidy is determined by a sliding scale income test; full and partial subsidies are available. Maximum per diem rates are not determined by the government; the amount of subsidy is determined by the fees established by each centre. Once the subsidy is approved, the parents are encouraged to choose a licensed centre that best meets the family's needs. Subsidies may be used for both private and non-profit child care centres.

Table 3.4 shows the average fees per month in 1988 for infants, preschool, and school-age children in both group and family day care. Maximum subsidies were not established. Figures for the number of subsidized parents with children in various age groups were not available for 1988.

Table 3.4 **Average Fees Per Month by Age Group and Type of Care in Prince Edward Island**

Types of Care	Maximum Subsidy	Average Parents' Fee Per Month \$	Number of Parents Not Paying
Centre-based Day Care			
Infant	N/A	418	N/A
Preschool	N/A	308	N/A
Family Day Care			
Infant	N/A	418	N/A
Preschool		308	
School-age	N/A	120	N/A

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Grants

A variety of operating grants for licensed child care facilities were introduced in Prince Edward Island in September 1987 with the announcement of the Direct Funding Program. All licensed centres are eligible for funding, but they must complete an application process which requires them to submit financial statements, salary information, and expenditures. A percentage of centres are selected at random for year-end audits.

Grants available include:

- **Maintenance Grants**--available for full-day early childhood centres (day care programs). Funding is based on licensed capacity at a rate of \$1 per day per space. If average enrolment falls below 60%, the amount of funding is reduced to \$0.75 per licensed space per day; if average enrolment falls below 40%, funding is reduced by \$0.50 per licensed space per day.

If salaries paid to staff are below the provincial average, 80% of the grant is to be applied toward salary enhancement. If salaries paid to staff are equal to the provincial average or above, 50% of the grant is to be applied toward salary enhancement. The balance of the grant is then to be divided equally between equipment and operating expenses.

- **Flat Rate Grant**--available in varying amounts up to \$2,000 per year to family day care homes, school-age child care facilities, kindergartens, nursery schools, and occasional child care centres, based on enrolment figures.
- **Infant Incentive Grant**--available to family day care homes who have registered at least one child under age 2 for a minimum of six months.
- **Special Needs Grant**--available to licensed centres that integrate special needs children into early childhood programs. This grant allows centres to implement individualized programs for children with special needs.

Staff in Child Care

In January 1986 the Regulations to the *Child Care Facilities Act* were amended to include a requirement for all supervisors in licensed child care facilities to meet training standards, with a five-year phase-in period for those people presently working in licensed facilities (Prince Edward Island, 1986). In addition, it was announced that in those centres with more than one staff person, a second person would be required to meet training standards by January 1991.

Holland College is the only post-secondary institution in the province of Prince Edward Island that offers a diploma program in early childhood education.

Education and Training Requirements

Type I facilities (early childhood centres--day care, kindergarten, nursery school).

Supervisor

- degree in early childhood education; or
- diploma (or equivalent) in early childhood education from a two-year course, combined with two years of experience in a licensed facility; or
- diploma (or equivalent) in early childhood education from one-year course, combined with three years of experience in a licensed facility; or
- degree in a related field, two early childhood education courses, and one year of experience in a licensed facility; or
- diploma in a related field, four early childhood education courses, and three years of experience in a licensed facility; or
- credit for 10 university semester courses in a field related to child care or education, combined with four courses in Early Childhood Education and three years of experience in a licensed facility; or
- no formal training, combined with four early childhood courses and five years of experience in a licensed facility. This category is reserved for those people who were employed in a licensed facility when the new regulations were introduced or in the three years preceding the introduction of the regulations. This category expires on January 1, 1991 (Prince Edward Island. *Child Care Facilities Act Regulations*, 1987).

Program Staff

- same categories of education/training as above; experience, however, is not required (Prince Edward Island. *Child Care Facilities Act Regulations*, 1987).

Type II facilities: (day care homes, school-age child care programs, occasional centres).

Supervisor: 30 hours of training approved by the Child Care Facilities Board; two personal references from members of the community.

Program Staff: 30 hours of training approved by the Child Care Facilities Board; two personal references from members of the community (Prince Edward Island. *Child Care Facilities Act Regulations*, 1987).

Certification and Licensing

Individuals fulfill the requirements for training through approved programs at provincially accredited post-secondary institutions. Following completion of an approved early childhood education program (or equivalent), the applicant submits all necessary documentation to the Child Care Facilities Board for assessment and approval. Each certificate is issued for a 3-year period, and may be renewed through documentation of 30 hours of professional development courses/seminars in each 3- year period of employment in order for the centre to be relicensed (Prince Edward Island. Child Care Facilities Board, unpublished data).

Number of Caregivers

Although it is difficult to determine the exact number of individuals employed in licensed child care facilities in Prince Edward Island, Table 3.5 represents the Child Care Facilities Board's estimate of the number of caregivers employed in these facilities by the end of 1988. This estimate is based on a review of all types of centres and includes part-time as well as full-time employees (Prince Edward Island. Child Care Facilities Board, unpublished data).

Table 3.5 **Estimates of Caregivers Employed in Child Care Facilities in Prince Edward Island**

Centre-based Day Care	Number of caregivers
Early Childhood Centres - Type I	
Day Care - full day	141
School Age - Type II	18
Family Day Care	
Family Day Care Home - Type II	7
Other	
Early Childhood Centres - Type I	
Kindergarten/Nursery School half day	89
Occasional Centres - Type II	6
Total	261

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

The Child Care Facilities Board reports that by the end of 1988 a total of 141 individuals had been certified by the board according to the Regulations of the *Child Care Facilities Act*. Of this total, 125 were certified for Type I facilities, and 16 were certified for Type II facilities.

Wages and Working Conditions

Staff employed in early childhood centres in the province of Prince Edward Island have historically received low wages for their work. Table 3.6 shows staff wages for early childhood workers at three different periods of time. The first figures were obtained from figures in the 1983 Study of Child Care Services; the second shows the average hourly salary for the Atlantic Provinces as determined by Schom-Moffatt (1985) in a study conducted for the Federal Task Force on Child Care; the third and most recent figures are derived from figures obtained by the Department of Health and Social Services in 1988 from data collected through the department's Direct Funding Program.

Table 3.6 **Staff Wages in Early Childhood Centres in P.E.I.**

Year	Source	Staff Wages
1983	(K. Flanagan Rochon)	\$5.37/hr. full-time \$4.82/hr. part-time
1984	(Schom-Moffatt)	\$5.05/hr. (Atlantic Average)
1988	(P.E.I.)	Director: \$8.75/hr. ¹ Staff: \$7.29/hr. ¹

¹ reflects impact of salary enhancement portion of Maintenance Grant.

Sources: K. Flanagan-Rochon. (1983). *Study of Child Care Services on Prince Edward Island*.

P. Schom-Moffatt. (1988). *The Bottomline: Wages and Working Conditions of Workers in the Formal Day Care Market (Federal Task Force Report on Child Care)*.

Prince Edward Island. Department of Health and Social Services. (1988). *Direct Funding Program Data*.

Professional Associations

The Early Childhood Development Association of P.E.I. is the only professional organization in the province dealing specifically with child care issues or early childhood education. There are four regional chapters of the association; staff of all centres in the province are eligible for membership; the *Child Care Facilities Act* specifies that two members of the Early Childhood Development Association sit as members of the Child Care Facilities Board.

Appendix A

GLOSSARY OF DEFINITIONS

Licensed Core Care

1. Centre-based group day care (CDC) is group care provided for children in a facility other than a private home. Group size may vary for age groups other than infants, where group size is regulated. This type of centre is licensed as an early childhood centre, and may operate for a full or half day. Maximum centre size is 50. An early childhood centre is a Type I facility whose primary objective is to provide an early childhood developmental program emphasizing age appropriate activities.
2. Family day care (FDC) is care provided for children in a private home other than their own home. The maximum number of children allowed is seven, including the caregiver's preschool children. A family day care home is licensed as a Type II facility whose primary objective is to provide relatively informal care emphasizing family-oriented activities for children.
3. Infant care is care provided for children under the age of 2 years in an early childhood centre or in a family day care home. The maximum group size is six in an early childhood centre. In a family-day care home, a maximum of three infants may be present.
4. Toddler care is not specifically referred to in P.E.I.'s legislation, although a few centres use this term to refer to their programs for 2-year-olds.
5. Preschool-age care is care for children between the ages of 3 and 5 years. This may be on a half-day or full-day basis.
6. School-age care operates outside of school hours and provides a relatively unstructured program emphasizing supervision and recreation for school-age children. This type of care usually serves children between the ages of 6 and 10 years of age. School-age child care centres are Type II facilities.

Supplemental care

1. Nursery school is a half-day program provided for 2, 3, and 4-year-old children. Nursery schools are licensed as early childhood centres or Type I facilities.
2. Public kindergarten is a half-day program operated outside of the public school system and is available for 5-year-old children or those who will be entering the public school system in the following year. Kindergartens are licensed as early childhood centres or Type I facilities.
3. Occasional child care is care provided to individual children on a one-time only or irregular basis regardless of hours of operation, with the primary focus on supervision. Occasional centres are licensed as Type II facilities.

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Chapter 4

AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR PRINCE EDWARD ISLAND

Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Prince Edward Island, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronalda Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Prince Edward Island Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

I. Family Composition and Characteristics

Family Structure and Employment Status

1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1 Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

Table 4.2

Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
Total	No.	4,071,600	586,900	4,658,500
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3 **Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time ¹	Parent(s) employed part-time ¹	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed ¹	Total
0-17 months	No. %	103,500 18.5	11,800 2.1	75,200 13.5	260,500 46.6	25,300 4.5	82,700 14.8	559,000 100.0
18-35 months	No. %	131,300 24.7	13,600 2.6	85,500 16.1	212,600 40.0	20,000 3.8	68,800 12.9	531,900 100.0
3-5 years	No. %	279,300 26.0	30,300 2.8	195,100 18.2	393,900 36.7	41,000 3.8	134,200 12.5	1,073,900 100.0
6-9 years	No. %	439,500 30.6	43,200 3.0	282,600 19.7	462,700 32.2	46,300 3.2	162,500 11.3	1,436,800 100.0
10-12 years	No. %	383,900 36.3	34,100 3.2	196,700 18.6	302,400 28.6	28,900 2.7	111,000 10.5	1,056,900 100.0
Total	No. %	1,337,500 28.7	133,000 2.9	835,100 17.9	1,632,100 35.0	161,500 3.5	559,200 12.0	4,658,500 100.0

¹ Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

2. Prince Edward Island

There were 14,000 families with children 0-12 years of age living in Prince Edward Island. Of these, 12,100 (86.4%) were two-parent families, and 1,900 (13.6%) were one-parent families.

Both parents were employed in 6,700 (55.3%) of the two-parent families, one parent was employed in 4,800 (39.7%) of the two-parent families; and neither parent was employed in approximately 600 (5.0%) of two-parent families. In one-parent families, the parent was employed in 1,000 (52.6%) of cases. The remaining 900 (47.4%) of parents from one-parent families were not employed.

Table 4.4 **Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Prince Edward Island**

	Number of Children 0-12 Years of Age in Family			Total
	1	2	3 or more	
Two-parent families	4,700	4,900	2,500	12,100
Both parents employed	2,700	2,800	1,200	6,700
One parent employed	1,900	1,800	1,100	4,800
Neither parent employed	...	300q	...	600
One-parent families	1,200	500q	...	1,900
Parent employed	800	...	...	1,000
Parent not employed	400	300q	...	900
All families	5,900	5,400	2,600	14,000

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Prince Edward Island had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (9.5%) and two-parent (20.4%) families, had three or more children 0-12 years of age.

Table 4.5 **Number of One and Two-Parent Families with Children 0-12 Years of Age In Prince Edward Island**

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	4,700	4,900	2,500	12,100
	%	39.1	40.5	20.4	100.0
Number of one-parent families	No.	1,200	500q	...	1,900
	%	63.5	27.0	...	100.0
Total	No.	5,900	5,400	2,700	14,000
	%	42.1	38.6	19.3	100.0

The 14,000 families in Prince Edward Island included a total of 25,500 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 25,500 children 0-12 years of age, 22,600 (88.5%) lived in two-parent families and 2,900 (11.5%) lived in one-parent families. Almost half, 46.5%, of children in two-parent families were 0-5 years of age. By comparison, 37.9% of children from one-parent families were 0-5 years of age.

Table 4.6 **Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in Prince Edward Island**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	2,600	...	2,800
	%	93.3	...	100.0
18-35 months	No.	2,700	...	3,000
	%	90.0	...	100.0
3-5 years	No.	5,200	600q	5,800
	%	89.6	10.4	100.0
6-9 years	No.	6,900	1,000	7,900
	%	87.7	12.3	100.0
10-12 years	No.	5,100	900q	6,000
	%	85.6	14.4	100.0
Total	No.	22,600	2,900	25,500
	%	88.5	11.5	100.0

Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (73.6%) of families in Prince Edward Island with children 0-12 years of age lived in rural areas. The remaining 26.4% of families with children 0-12 years of age lived in mid-sized urban centres. Table 4.7A presents Prince Edward Island data while Table 4.7B represents comparable data on Canada.

Table 4.7A **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Prince Edward Island**

Number of families in:		Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Large urban centres (100,000 and more)	No.	...	...	...	...
	%
Mid-size urban centres (15,000-99,999)	No.	1,800	1,300	500q	3,600
	%	50.0	36.1	13.9	100.0
Rural areas (less than 15,000)	No.	4,200	4,100	2,100	10,300
	%	40.4	39.4	20.2	100.0
Total	No.	6,000	5,400	2,600	14,000
	%	42.9	38.6	18.6	100.0

Table 4.7B **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:		Number of Children 0-12 Years of Age in Family			Total
		1	2	3 or more	
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
Total	No.	1,261,100	1,085,500	377,800	2,724,300
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban Prince Edward Island. The 10,300 families in rural Prince Edward Island included 19,200 children 0-12 years of age (1.9 children per family). The 3,600 families in mid-sized urban areas included 6,300 children 0-12 years of age (1.8 children per family).

A higher proportion of children living in rural areas of Prince Edward Island were 6-12 years than were children living in mid-sized urban areas. Of the 19,200 children 0-12 years of age in rural areas, 11,100 (57.8%) were 6-12 years of age. By comparison, 3,100 (49.2%) of children 0-12 years of age in mid-sized urban areas were 6-12 years of age. Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 6,300 children 0-12 years of age who lived in mid-sized urban areas, 1,600 (25.4%) were 0-35 months of age, compared with 4,200 (21.9%) of the 19,200 children in rural areas. This trend was more pronounced for children 0-17 months of age. Only 1,900 (9.9%) of children in rural Prince Edward Island were 0-17 months of age, while 900 (14.3%) of children in mid-size urban centres were in this age group.

Table 4.8 **Number of Children, by Age Groups, Living In Rural and Urban Prince Edward Island**

Ages of children		Number of Children Living in			Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	
0-17 months	No.	...	900q	1,900	2,700
	%	...	33.3	66.6	100.0
18-35 months	No.	...	700q	2,300	3,000
	%	...	23.3	76.6	100.0
3-5 years	No.	...	1,500	4,300	5,800
	%	...	25.9	74.1	100.0
6-9 years	No.	...	1,800	6,100	7,900
	%	...	22.8	77.2	100.0
10-12 years	No.	...	1,400	5,000	6,400
	%	...	21.9	78.1	100.0
Total number of children	No.	...	6,300	19,200	25,500
	%	...	24.7	75.3	100.0

Special Needs

Tables 4.9 and 4.10 provide information on families in Prince Edward Island which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 14,000 families with children 0-12 years of age living in Prince Edward Island, 1,300 (9.3%) included at least one child with special needs. Of these families with a special needs child, approximately 300 (23.0%) had only one child, and 1,000 (77.0%) included two or more children, as compared with the over-all Prince Edward Island figures of 42.1% of families with one child and 57.9% with two or more children 0-12 years of age.

Table 4.9 **Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Prince Edward Island by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	300q	5,700	6,000
	%	5.0	95.0	100.0
2 children	No.	700q	4,700	5,400
	%	13.0	87.0	100.0
3 or more children	No.	300q	2,300	2,600
	%	11.5	88.5	100.0
Total	No.	1,300	12,700	14,000
	%	9.3	90.7	100.0

A total of 1,500 children 0-12 years of age with special needs were living in Prince Edward Island. The age distribution of these children is shown in Table 4.10. These 1,500 children comprised 5.9% of the 25,500 children 0-12 years of age living in Prince Edward Island. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 5.2% of children in the 3 year age span of 0-35 months of age in Prince Edward Island were described as having special needs, compared with 6.7% of children in the older 10-12 age group.

Table 4.10 **Number of Children 0-12 Years of Age With Special Needs In Prince Edward Island**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	2,700	2,800
	%	...	95.1	100.0
18-35 months	No.	...	2,800	3,000
	%	...	94.4	100.0
3-5 years	No.	400q	5,400	5,800
	%	6.9	92.9	100.0
6-9 years	No.	500q	7,400	7,900
	%	6.3	92.0	100.0
10-12 years	No.	400q	5,600	6,000
	%	6.7	92.4	100.0
Total number of children	No.	1,500	24,000	25,500
	%	5.9	94.1	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

Table 4.11 **Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13 **Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

2. Prince Edward Island

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 3,800 (50.7%) of the 7,500 two-parent families which included at least one child 0-5 years of age. By comparison, 400 (44.4%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 2,900 (61.7%) of the 4,700 two-parent families and 700 (63.6%) of parents were employed in one-parent families.

Table 4.14

Employment Status of Parents With and Without Children 0-5 Years of Age in Prince Edward Island

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	3,800	3,300	400q	400q	500q	8,300
	%	45.5	39.6	4.3	4.6	6.0	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	2,900	1,500	300q	700	400q	5,600
	%	50.9	26.5	4.5	11.6	6.4	100.0
Total	No.	6,700	4,800	600q	1,000	900	14,000
	%	47.7	34.3	4.4	7.4	6.2	100.0

The employment status of the Interviewed Parent (IP) in families in Prince Edward Island with children 0-12 years of age, is shown in Table 4.15. Of the total of 14,000 families with children 0-12 years of age in Prince Edward Island, 6,200 (44.5%) of IPs were employed full-time, 2,200 (15.8%) were employed part-time, and 5,600 (39.7%) were not employed.

Of the 8,300 families in Prince Edward Island with at least one child 0-5 years of age, 3,500 (41.7%) of the IPs were employed full-time and 1,200 (14.4%) were employed part-time. The remaining 3,700 (43.9%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age In Prince Edward Island**

Number of families		Employment Status of IP			Total
		Full-time	Part-time	Not Employed	
IP with at least one child 0-5 years of age	No. %	3,500 41.7	1,200 14.4	3,700 43.9	8,300 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	2,700 48.7	1,000 17.9	1,900 33.4	5,600 100.0
Total	No. %	6,200 44.5	2,200 15.8	5,600 39.7	14,000 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 25,500 children 0-12 years of age in Prince Edward Island, 10,600 (41.6%) lived in families in which the IP was employed full-time and 4,000 (15.8%) lived in families in which the IP was employed part-time. A further 10,900 (42.6%) lived in families in which the IP was not employed.

There were 5,800 children 0-35 months in Prince Edward Island. Of these, 3,300 (56.9%) lived in families in which the IP was employed either full-time (39.7%) or part-time (17.2%). By comparison, of the 6,000 children 10-12 years of age in Prince Edward Island, 3,800 (63.3%) lived in families in which the IP was employed either full-time (46.4%) or part-time (17.0%).

Table 4.16 **Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Prince Edward Island**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No. %	1,400 49.4	400q 14.3	1,000 36.3	2,800 100.0
18-35 months	No. %	900q 30.0	600q 20.0	1,500 50.0	3,000 100.0
3-5 years	No. %	2,200 38.0	800 12.7	2,800 49.3	5,800 100.0
6-9 years	No. %	3,300 41.6	1,300 17.0	3,300 41.4	7,900 100.0
10-12 years	No. %	2,800 46.4	1,000 17.0	2,200 36.6	6,000 100.0
Total	No. %	10,600 41.6	4,000 15.8	10,900 42.6	25,500 100.0

Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Prince Edward Island) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

Table 4.17A

Distribution of Families in Prince Edward Island Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	4,500	32.2	32.2
\$20,001-\$30,000	3,400	24.7	56.9
\$30,001-\$40,000	3,100	21.9	78.8
\$40,001-\$50,000	1,300	9.3	88.1
\$50,001-\$60,000	...	...
More than \$60,000	...	...
Total	14,000	100.0	

Table 4.17B

Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Prince Edward Island data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week

Number of Child Care Arrangements

1. Canada

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18 **Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada¹**

		Number of Supplemental Care Arrangements			
		Care by IP only. No supplemental care reported	1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
Total	No.	1,578,500	1,770,000	1,310,000	4,658,500
	%	33.9	38.0	28.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Prince Edward Island

Of the 25,500 children 0-12 years of age in Prince Edward Island, 9,800 (38.4%) had no reported supplemental child care arrangements, and 15,700 (61.6%) were involved in one or more child care arrangements.

For Prince Edward Island children 6-12 years of age, 8,000 (57.6%) were in one or more child care arrangements (excluding school). Of these, 2,700 (33.8%) had two or more arrangements.

For children 0-5 years of age, 3,800 (32.8%) had no reported supplemental care. Of the 7,800 children 0-5 years of age who were in one or more supplemental child care arrangements, 2,900 (37.2%) were in two or more arrangements during the reference week.

Children 18-35 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 3,000 children in this age group, 600 (18.2%) were in more than one child care arrangement. By comparison, 600 (21.0%) children 0-17 months of age and 1,700 (29.7%) children 3-5 years of age were in more than one child care arrangement.

Children 18-35 months of age had the highest percentage of no supplemental care. There were 1,200 (40.9%) children 18-35 months of age who reported no supplemental child care. By comparison 1,000 (34.7%) children 0-17 months of age, and 1,600 (28.1%) children 3-5 years reported no supplemental care. Of the children 18-35 months of age in Prince Edward Island, 1,200 (40.9%) children were in only one reported supplemental child care arrangement. This was slightly lower than the percentage of pre-school aged children in other age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Prince Edward Island participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (71.9%) of children in this age group were involved in at least one supplemental care arrangement, compared with 65.3% of children 0-17 months of age, 59.1% of children 18-35 months of age, 56.7% of children 6-9 years of age, and 57.6% of children 10-12 years of age. More than two fifths (42.1%) of children 3-5 years of age were in one form of supplemental child care, and 29.7% were involved in two or more care arrangements.

Table 4.19

Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Prince Edward Island¹

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	1,000	1,300	600q	2,800
	%	34.7	44.3	21.0	100.0
18-35 months	No.	1,200	1,200	600q	3,000
	%	40.9	40.9	18.2	100.0
3-5 years	No.	1,600	2,400	1,700	5,800
	%	28.1	42.1	29.7	100.0
6-9 years	No.	3,400	3,000	1,500	7,900
	%	43.3	37.5	19.3	100.0
10-12 years	No.	2,500	2,300	1,200	6,000
	%	42.4	37.9	19.8	100.0
Total	No.	9,800	10,200	5,500	25,500
	%	38.4	39.8	21.8	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 15,700 Prince Edward Island children (61.6%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 6,000 (38.2%) of those arrangements were paid arrangements. Of all children in any form of care, only 600 (3.8%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 6.2% of children 10-12 years of age and 17.1% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. More than two fifths (41.8%) of 3-5 year old children, 31.9% of 18-35 month old children, and 32.2% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20 **Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Prince Edward Island¹**

		Number of Paid Child care Arrangements			
		No paid arrangements	1	2 or more	Total
0-17 months	No.	1,900	900q	...	2,800
	%	67.8	31.8	...	100.0
18-35 months	No.	2,000	800q	...	3,000
	%	68.1	28.4	...	100.0
3-5 years	No.	3,400	2,000	400q	5,800
	%	58.2	34.2	7.6	100.0
6-9 years	No.	6,600	1,300	...	7,900
	%	82.9	16.0	...	100.0
10-12 years	No.	5,600	400q	...	6,000
	%	93.8	6.2	...	100.0
Total	No.	19,500	5,300	600q	25,500
	%	76.5	21.0	2.5	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Hours in Child Care

1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

Table 4.21 **Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada¹**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Prince Edward Island

Of the 25,500 children 0-12 years of age living in Prince Edward Island, 15,700 (61.6%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 22.0 hours per week in care. As indicated on Table 4.22, a total of 6,000 (38.2%) of these children 0-12 years of age spent an average of 22.0 hours per week in paid care arrangements.

Children 0-5 years of age in Prince Edward Island spent more time in child care arrangements than children 6-12 years of age. Children 0-17 months of age spent the most time in care. These children averaged 30.0 hours per week in care arrangements and those in paid arrangements averaged 29.7 hours per week in

paid supplemental care. Children 18-35 months of age averaged 27.4 hours per week in care, with those in paid care averaging 29.6 hours per week in paid supplemental care. Children 3-5 years of age were in care arrangements for an average of 25.8 hours per week. Those in paid care averaged 21.0 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 17.3 hours per week in care and those in paid care averaged 14.6 hours per week. Children 10-12 years of age averaged 16.3 hours per week in supplemental child care arrangements. Those in paid care averaged 12.0 hours per week.

Table 4.22 **Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Prince Edward Island¹**

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	1,800 30.0 hours/week	900 29.7 hours/week
18-35 months	1,700 27.4 hours/week	900 29.6 hours/week
3-5 years	4,200 25.8 hours/week	2,400 21.0 hours/week
6-9 years	4,500 17.3 hours/week	1,300 14.6 hours/week
10-12 years	3,500 16.3 hours/week	400 12.0 hours/week
Total/Average	15,700 22 hours/week	6,000 22 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

1. Canada

A total of 2,612,905 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23

Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

2. Prince Edward Island

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 25,500 children living in Prince Edward Island, 13,700 (53.8%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 2,800 children 0-35 months of age in Prince Edward Island who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by relative either in or out of the child's home (27.2%) and care by IP's spouse at home or work (25.2%).

There were 2,700 children 3-5 years of age in Prince Edward Island who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by IP at work (18.7%) and care by IP's spouse at home or work (15.6%).

There were 8,200 children 6-12 years of age in Prince Edward Island who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by IP's spouse at home or work (30.3%) and care by self or sibling (20.0%).

Table 4.24

Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Prince Edward Island

Care Category		Child Age			
		0-5 Years ¹		6-12 Years	
		No.	%	No.	%
I.	IP at Work	700q	13.5	788q	9.5
II.	Spouse at Home/Work	1,100	20.5	2,500	30.3
III.	Self/Sibling	...	...	1,600	20.0
IV.	Relative in/out of Child's Home	1,200	21.1	900	11.0
V.	Non-Relative/Child's Home	600q	10.3	...	...
VI.	Family Day Care (Licensed/Unlicensed)	1,119	20.3	700q	8.5
VII.	Nursery/Kindergarten	...	...	---	---
VIII.	Regulated Group Care	442q	8.0	...	...
IX.	No Arrangement	...	...	1,100	13.9
Total		5,500	100.0	8,200	100.0

¹ Please note that collapse of age categories 0-35 months and 35 months-5 years categories into a single category for 0-5 years was done to increase cell size.

Legend:

- | | |
|--|---|
| I: Care by IP at work (1) | V: Care by Non-relative in child's home (8) |
| II: Care by Spouse at home (2) | VI: Unlicensed family day care (9) |
| Care by Spouse at work (3) | Licensed family day care (10) |
| III: Care by Sibling (4) | VII: Nursery School (11) |
| Care by Self (5) | Kindergarten (12) |
| IV: Care by Relative in child's home (6) | VIII: Day Care Centre (13) |
| Care by Relative not in child's home (7) | Before/After School Care (14) |

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Prince Edward Island represents an introduction to the study. More detailed information on Prince Edward Island and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

Chapter 5

ADDENDUM: CHILD CARE ON PRINCE EDWARD ISLAND, 1988-1990

Provincial policy and program development in the area of child care services has been consistent with the *Guiding Principles for the Development of Child Care Services* outlined by the provincial government in 1987. These principles were revised in February, 1990 to reflect current data on salary levels, number of centres, spaces, etc. The revised principles continued to address the issues of quality, availability, affordability, services for children with special needs, and parental involvement (Prince Edward Island, 1987).

Quality

The government identified three factors influencing quality and stated that the Direct Funding Program was introduced in order to address the quality issue. Two of the identified factors were staff and program resources. The operating grants address both of these components. By 1990 staff salary levels had increased substantially compared to the 1987 levels. With the addition of the grant, a director's salary averaged \$10.52 per hour while a member of the staff could expect to earn \$7.86 per hour (Prince Edward Island, Department of Health and Social Services, unpublished data, 1990).

Standards were identified as the third factor affecting quality. During the period 1988-1990, Prince Edward Island did not introduce any new regulations but rather focused on supporting centres and staff in meeting the new standards introduced with the revised Act and Regulations in 1987. In particular, emphasis was placed on consultation with child care staff with respect to the phasing-in of the new requirements for staff training. By October 1990 a total of 2,290 people were certified for Type I facilities, and another 37 people were certified for Type II facilities (Prince Edward Island, Child Care Facilities Board, unpublished data, 1990).

Availability

Since 1988 Prince Edward Island has seen consistent growth in the number of child care services available to families with young children. In the 1988-1990 period, there has been a 20% increase in the number of licensed facilities and a 24% increase in the number of licensed spaces. Significant growth has occurred in the availability of full day care spaces for children 2 to 6 years old; P.E.I. has seen a 37% increase in the last two years in this area (Prince Edward Island, Department of Health and Social Services, unpublished data, 1990).

In keeping with the provincial government's intention to support and encourage the development of licensed infant child care spaces, the Infant Incentive Grant was extended in the fiscal year 1990/91 to all licensed facilities offering infant care. Previously, this grant was available only to licensed family

day care homes. There has been some modest growth in the availability of infant spaces, infant care continues to be an issue for P.E.I. families.

Affordability

Demands on the department's Child Care Subsidy Program have increased in the last several years. This is due in part to the increased availability of spaces but also to the fact that families are more familiar now with the resources available to them in terms of child care services. In addition, the government introduced a new wage exemption feature to the Child Care Subsidy Program in July 1990 (Prince Edward Island, *Welfare Assistance Regulations*, 1990). This allows special consideration for working parents in the determination of their net income for the purposes of determining subsidy levels. Although this has been a help to working parents, it has had an impact on the expenditures in this program.

Special Needs

After the introduction of the special needs grant in October 1988, the numbers of special needs children in licensed early childhood programs increased considerably. By 1990 individualized programs were available to all disabled children who were enrolled in early childhood centres.

Parental Involvement

This continues to be an important feature of all government child care programs. The Department of Health and Social Services issued a *Guide to Positive Behaviour Management for Child Care Facilities* which has also been made available to parents (Prince Edward Island Child Care Facilities Board, 1989). *The Parent's Guide to Early Childhood Programs* (Revised 1988) and the *Directory of Licensed Child Care Facilities* (1990) are also popular with parents and constantly in demand (Department of Health and Social Services. Unpublished data).

Access to training programs and the availability of trained early childhood supervisors and staff emerged as an issue in the 1988-1990 period. The January 1991 deadline for centres to meet provincial regulations added to the usual demand for training courses. The increased number of licensed centres also created a greater need for trained staff. Holland College continues to be the only post-secondary institution in the province offering a diploma program in early childhood education.

Seminars and workshops continue to be very popular with early childhood staff, particularly since all staff are required to complete a minimum of 30 hours of professional development in each three-year period. The sessions cover a variety of topics and are usually co-sponsored by the Department of Health and Social Services and the Early Childhood Development Association of P.E.I.

In April 1989, it was announced that P.E.I. would host the second national conference of the Canadian Child Day Care Federation. Entitled "Children: the Heart of the Matter," the conference is co-sponsored by the province of P.E.I. and the Early Childhood Development Association. This is a major undertaking for the provincial association, since nearly all members will be required to serve as volunteers on various committees. It is expected that 1,300 participants will be involved in the conference, with June Callwood as keynote speaker.

At the beginning of the 1990s some emerging trends are apparent in the field of child care in Prince Edward Island. More and more, child care is seen as a vital support to a variety of programs. Some island employers are examining ways in which they might support child care, either by on-site facilities or other arrangements, in recognition of the importance of the availability of child care in attracting and retaining workers.

Child care is also being recognized as a support for services that are not necessarily related to employment. It has been recognized, for example, that child care is an essential component in treatment services for chemically addicted women. It is also a central feature of programs designed to help teenage mothers finish their high school education. Various organizations in the province are currently lobbying for both types of services.

Rural child care has received considerable attention in Prince Edward during 1989 and 1990. The Early Childhood Development Association and the Department of Health and Social Services, with funding from the Child Care Initiatives Fund (Health and Welfare Canada), conducted a rural Child Care Study in Prince Edward Island (Lundrigan, 1990). Following this study, the Department of Industry, the Department of Health and Social Services, and Agricultural Employment Services co-sponsored an In-home Child Care Project during the spring/summer of 1990. A final evaluation of this project will be considered in discussion of any further initiatives in this area.

Finally, some types of services continue to be difficult if not impossible to find. These types include infant spaces, part-time spaces (in the city of Charlottetown), evening child care, weekend care, and child care for seasonal and shift workers. Emergency child care does not exist.

Prince Edward Island is a small province, and in many ways this fact has been advantageous to the growth of child care. There is a close working relationship between the provincial government and the Early Childhood Development Association. As the only professional organization in the province, the ECDA has encouraged the early childhood community to work together on various issues. This cooperative effort has enabled P.E.I. to make a considerable number of positive advances related to standards, funding, and the availability of training. All parties are optimistic that the same attitude of cooperation will persist through the next decade and allow P.E.I. to continue making progress in the development of child care services.

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

NOVA SCOTIA REPORT

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Legend

...	Amount too small to be expressed
- -	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

Note:	Due to rounding discrepancies may appear between totals and data presented in table form.
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Chapter 1

A SOCIOGEOGRAPHIC OVERVIEW OF NOVA SCOTIA

Nova Scotia is one of four provinces located on the east coast which are known collectively as the Atlantic provinces. With an area of 55,490 square kilometres, Nova Scotia is the second smallest of Canada's ten provinces. Almost all of the province's 880,000 residents live in close proximity to the 7,500 kilometres of coastline. Cape Breton Island, with a population of 176,000, is attached to the mainland by a 1,385-metre causeway (*World Book Encyclopedia*, 1989).

The capital and largest city in Nova Scotia is Halifax with a population of 113,577 (1986 census). Halifax is the government and business capital of Nova Scotia and the second largest port in Canada. It is also the educational centre of Nova Scotia, home to six of the province's 10 universities. The province's second largest city, Dartmouth, with a population of over 65,000, is just across the harbour from Halifax. The Halifax/Dartmouth metro area has a population of over 300,000. This is the largest urban concentration east of Quebec City and serves as the regional headquarters for many government and private institutions (*Canadian Encyclopedia*, 1988; *World Book Encyclopedia*, 1989).

The only other city in the province is Sydney, located on Cape Breton Island. Sydney and its adjacent towns and suburban areas have a combined population of 119,470 (1986). A total of 13 towns in the province have populations in excess of 5,000, and an additional 10 have populations between 3,000 and 5,000.

At the time of the discovery of the new world by Europeans, there were an estimated 25,000 Micmac Indians in Nova Scotia. In 1605 the French established the first permanent settlement of Europeans north of the Gulf of Mexico at Port Royal. The English began to contest the ownership of the province in the early 1700s. By 1749 Halifax was established as the seat of government, and British control was firmly established (*Canadian Encyclopedia*, 1988). In 1755 the English expelled the Acadians (French settlers who had been prosperous farmers in Nova Scotia for over a century). After British rule was established, many of the Acadians returned and settled in the less fertile lands, remaining after their original lands were confiscated by the British.

Other population groups also played significant roles in the early settlement of Nova Scotia. In 1753, several thousand immigrants from Germany founded Lunenburg. In the 1770s people from the west country of England arrived, and following the American Revolution, 25,000 United Empire Loyalists arrived bringing with them many black people. Additional black immigrants arrived from Jamaica in 1796, and after the War of 1812, approximately 2,000 immigrated to Nova Scotia and settled in the Halifax-Dartmouth area. The Highland Scots also began arriving in the early part of the 19th century, and by 1840 over 50,000 had settled on Cape Breton Island and in Pictou and Antigonish counties (*Canadian Encyclopedia*, 1988). There has been no significant immigration to Nova Scotia since the 19th century.

In 1848, Nova Scotia became the first British colony to win responsible government. Nova Scotia was among the five colonies attending the Charlottetown Conference of 1864 and became one of the original four provinces of the Dominion of Canada (*Canadian Encyclopedia*, 1988).

Although Nova Scotia enjoys a more prosperous economy than the other three Atlantic provinces, it is nevertheless one of the "have not" provinces of Canada. Its economy differs from the national economy in having less manufacturing and relatively higher dependence on direct and indirect government spending. Government spending includes transfers from various levels of government to individuals in the form of pensions, unemployment insurance benefits or direct support programs, and transfers to industries in the form of incentives and grants.

Unemployment, low labour force participation rates, restricted job opportunities, and low wages characterize the region. Unemployment rates are higher than in other parts of Canada; they usually become disproportionately higher during recessions (e.g. late 1950s, mid-1970s, and early 1980s) and are slower to come down during recoveries. For example, after the 1982 recession, the Canadian unemployment rate began declining in 1984, but it took two more years for the Atlantic rate to show any improvement. Unemployment insurance beneficiaries are more common in the Atlantic region than elsewhere in Canada especially where seasonality of employment is higher (Atlantic Provinces Economic Council, 1987).

The goods producing sectors of manufacturing, agriculture, forestry, fishing, mining, and construction employ about 25% of persons in the province. The community, business, and personal services sector, which has been the fastest growing sector in the past decade, is the largest employer, with 32.9% of the total provincial employment. The trade sector, comprising both retail and wholesale outlets, provides employment for 19.3% of the provincial labour force compared with 17.5% at the national level. In total, two-thirds of the work force are employed in service industries (services include community businesses, and personal services; government; trade; and transportation, communication and utilities) (Statistics Canada, Cat. No. 71-529 1989).

Nova Scotian manufacturing relies heavily on resource processing--mainly forest, agriculture, and fish products. This means there is substantially less value added by processing than in much of the rest of Canada where production of such goods as automobiles means much more value added. The average annual increase in gross domestic product from 1961 to 1984 was 10.2%. Provincial output (as measured by gross domestic product) is lower, and a bigger proportion of this is accounted for directly by public administration and defence spending than for Canada as a whole. Gross domestic product per person in Atlantic Canada in 1984 was only about 65% of the national average, a modest improvement from 59% in 1961.

Population Characteristics

The population of Nova Scotia from 1941 to 1986 is presented in Table 1.1.

Table 1.1 Population of Nova Scotia, 1941-1986

Year	Population
1941	577,962
1951	642,584
1961	737,007
1966	756,039
1971	788,960
1976	828,571
1981	847,442
1986	873,199

Source: *World Book Encyclopedia*, (1988). Nova Scotia.

The national population has grown at a consistently faster rate than the provincial population. Recently, during 1981 to 1986, the population increased by about 25,757 compared to an increase of about 18,800 in the 1976 to 1981 period. The increase of approximately 3% between 1981 and 1986 is slightly lower than the national increase of 4% over the same period.

Interprovincial migration has been the major factor in changes in the rate of the population growth (see Table 1.2). During the 1960s the province lost over 43,000 persons on a net basis to central and western Canada. The decision to leave is more often a result of economic necessity than an interest in going elsewhere. When economic prospects seemed to improve in the 1970s, the trend was reversed, and between 1971 and 1976 there was a positive in-migration of just over 11,300. From 1976 to 1981 out-migration again occurred with a net loss of over 9,000 people. A combination of high unemployment in other provinces and notable gains or promises of gains in the Nova Scotian economy resulted in a net inflow of over 10,000 persons between 1982 and mid-1985.

Table 1.2 International and Interprovincial Migration for Nova Scotia, 1961-1988

Year	Net International Migration	Net Interprovincial Migration	Total Net Migration
1961-65	-10,931	-27,125	-38,056
1966-70	-6,923	-16,396	-23,319
1971-75	5,955	11,307	17,262
1976-80	-1,757	-7,140	-8,897
1981-85	3,514	6,895	10,409
1986-88	2,394	-4,468	2,074

Source: Statistics Canada. *Cansim Data Retrieval*. Cat. No. D#006509, #006510, #006511.

The decline in birth rates which began in the early 1960s has resulted in a shift in the age distribution of the population (see Table 1.3). Since the mid-1970s the annual number of births has remained fairly steady at approximately 12,000 per annum. Extended life expectancy has also contributed to the changes in the age distribution of the population. Between 1976 and 1985 the proportion of the total population under 15 years declined from 27.0% to 21.9% while those over 65 years of age increased from 9.7% to 11.6%.

Table 1.3 **Population by Age Groups and Sex for Nova Scotia, 1971-1985**

Age Groups - % of Total	1971	1976	1981	1985
0-14	30.5	27.0	23.4	21.9
15-24	18.8	19.6	19.4	18.2
25-34	12.1	14.8	16.4	16.9
35-44	10.3	10.2	11.4	13.5
45-54	10.4	9.6	9.4	9.3
55-64	8.7	9.0	9.0	8.7
65+	9.2	9.7	10.9	11.6
Sex - % of Total				
Male	50.3	50.0	49.5	49.5
Female	49.7	50.0	50.5	50.5
Total Population	788,960	828,570	847,445	880,700

Source: Statistics Canada. (1986). *Census of Canada*.

From the 1940s to the early 1960s the population living in rural areas declined, following the national trend. In Nova Scotia the rural population went from 54.6% to 43.4% with a corresponding increase in the urban population. However, in Nova Scotia this process slowed, and the 1971 census indicated that the rural population had not changed significantly from the 1961 figures. The trend then reversed, and by 1986 the rural population had grown to 46% of Nova Scotians.

Although Nova Scotia appears substantially more rural than Canada as a whole according to the definitions used in census data, the rural farm population actually declined by over 6,000 between 1976 and 1986, leaving a rural farm population of only 14,175. Many of the people defined as rural in the census data inhabit areas adjacent to or within easy commuting distance of incorporated urban areas. Since the 1970s the main residential growth areas have been in the suburban areas outside of incorporated cities and towns. In the 1976 to 1986 period, 62% of the total population growth for the province took place within the county of Halifax. By 1986 Halifax County had over one-third of the province's total population. Similar rates of growth took place in the counties of Antigonish, Lunenburg, Kings, Colchester and Yarmouth.

For most of the 20th century more people have left Nova Scotia than have come here. Since the last century, immigration has been insignificant. Although there was a net inflow of people to Nova Scotia in the 1970s and 1980s, many of these were previous residents returning home.

Although the vast majority of Nova Scotians claim British Isles ancestry, Nova Scotia has a slightly more diverse cultural pattern than the other Atlantic provinces. In 1981, over 11% of Nova Scotians claimed non-British or non-French ancestry compared to, for example, 2% of Newfoundlanders. In Canada in 1981 about one-quarter claimed ancestry other than French or English or Aboriginal (Statistics Canada, 1987, December 3; Atlantic Provinces Economic Council, 1987).

Labour Force Characteristics

Between 1951 and 1961 the labour force grew by approximately 13,000. In the four years between 1980 and 1984, however, it grew by 31,000, and an additional 55,000 joined the labour force between 1986 and 1988 (Statistics Canada, 1990).

The over-all labour force participation rate increased from 55.1% to 59.4% between 1976 and 1986, primarily as a result of more females actively seeking employment. In 1986 the over-all Nova Scotia participation rate of 59.4% (70.4% for males and 49.2% for females) was lower than the Canadian rate of 65.7% (76.6% for males and 55.3% for females) (Statistics Canada, Cat. No. 71-529, 1989). As elsewhere in Canada, women's labour force participation in Nova Scotia has increased significantly since the 1960s.

Table 1.4 Male and Female Labour Force Participation Rates (in thousands), 1976-1986

	Population 15 years and over	Labour Force Population Activity			Participation Rate %
		Total	Employed	Unemployed	
1976					
T	585	322	292	31	55.1
M	284	204	185	19	71.9
F	301	118	106	12	39.3
1986					
T	660	392	341	51	59.4
M	317	223	195	28	70.4
F	343	169	146	23	49.2

Sources: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).

Statistics Canada. (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

Total employment in the province grew by 5% between 1980 and 1984 compared to a national growth in employment of only 2.7%. However, this increase of 16,000 jobs clearly did not meet the demand created by the additional 31,000 persons who had joined the labour force in the same period. Between 1985 and 1986 total employment increased by 7,000; but again this did not meet the demand created by the increase in the labour force, and unemployment remained above the national average. In 1986 Nova Scotia had an unemployment rate of 13.4% compared to 9.6% for Canada.

On a sectoral basis, proportionally fewer Nova Scotians are employed in the agricultural and manufacturing sector than at the Canadian level. The other goods producing sectors of forestry, fishing, mining, and construction, however, employed 10.3% of persons in Nova Scotia in 1984 compared to 7.8% for Canada as a whole; in 1987 these sectors employed 11.2% of persons in the province compared to 8% for Canada (see Table 1.5).

Within the service sector which includes the community, business and personal services group, the latter is the largest employer, with 32.9% of total employment in 1984 and 31.9% in 1987. While there are few corporate head offices in the province, the armed forces and federal government regional offices

raise the over-all public administration sector to 9.5% as compared to 7.2% for Canada as a whole in 1984 and 12% versus 7.5% in 1987. The trade sector (retail and wholesale) employed 19.3% of the provincial labour force compared to 17.5% at the national level in 1984 and 18.2% versus 17.6% at the national level in 1987.

Table 1.5 **Employment by Industry Percentage of Total Employment, Nova Scotia and Canada, 1984-1987**

Industry	1984		1987	
	Nova Scotia	Canada	Nova Scotia	Canada
Agriculture	2.1	4.3	2.5	3.9
Other Primary	5.0	2.6	5.2	2.4
Forestry	0.8 ¹	0.6	1.2	0.6
Fishing	2.1 ¹	0.3	2.2	0.3
Mining	2.1 ¹	1.6	1.7	1.5
Manufacturing	12.8	17.9	12.3	17.0
Construction	5.3	5.2	6.0	5.6
Transportation and Utilities	8.3	7.8	7.4	7.5
Trade	19.3	17.5	18.2	17.6
Finance	4.5	5.7	4.9	5.8
Services	32.9	31.7	31.9	32.7
Public Administration and Defence	9.5	7.2	12.0	7.5
Total Employment	100.0	100.0	100.0	100.0

¹ Estimated

Source: Statistics Canada. (1987). *The Labour Force*. (Cat. No. 71-001).

Total Nova Scotia employment between 1961 and 1986 went up an average of 1.6% annually while the national average increase was 2.6% annually for the same period. The number of jobs held by women went up at much faster rates than the rates of increase for men. Total employment dropped during the early 1980s, but female employment continued to grow. The decline occurred in jobs held by men (see Table 1.4). The main reason why female employment has increased in recent years seems to be the rising incidence of part-time work. In 1985 in Nova Scotia 71% of part-time work was done by women (Atlantic Provinces Economic Council, 1987) and part-time work accounted for 25% of all women's work.

Unemployment has become a measure of regional disparity. The high rates of unemployment in Atlantic Canada are well known. Although Nova Scotia has experienced lower rates of unemployment than the other Atlantic provinces, unemployment continues to be a serious problem.

Table 1.6 **Unemployment Rates for Canada and Nova Scotia, 1966-1987**

	Nova Scotia %	Canada %
1966	4.7	3.4
1971	7.0	6.2
1976	9.5	7.1
1981	10.2	7.5
1986	13.4	9.6
1987	12.5	8.9

Source: Statistics Canada. (1990). *Historical Labour Force Statistics: Actual Data, Seasonal Factors, Seasonally Adjusted Data*. (Cat. No. 71-201).

Within Nova Scotia, the unemployment rate differs significantly from region to region. In 1984 unemployment ranged from a low of 10% on the south shore and 10.9% in Halifax County to a high of 19.7% on Cape Breton Island. The disparity continued until by 1986 Cape Breton had 23% of its labour force unemployed while 9.9% were unemployed in the Halifax area.

As might be expected from the high rates of unemployment, unemployment insurance claims are more common in Atlantic Canada than elsewhere and especially in those areas of Atlantic Canada where seasonality of employment is higher.

Table 1.7 **Beneficiaries of Regular Unemployment Insurance, Nova Scotia and Canada, 1976-1986**

	Nova Scotia %	Canada %
1976	9.4	6.1
1978	10.8	6.5
1979	9.4	5.5
1980	8.7	5.2
1981	9.1	5.2
1982	12.5	8.6
1983	12.6	9.2
1984	12.7	8.3
1985	12.1	8.1
1986	12.0	7.7

Sources: Statistics Canada. (1989). *Historical Labour Force Statistics, Actual Data, Seasonal Factors, Seasonally Adjusted Data*. (Cat. No. 71-201).
Statistics Canada. (1986). *Unemployment Insurance Statistics*. (Cat. No. 73-001).

Seasonal employment is more typical of male employment since such seasonal industries as fishing and agriculture traditionally employ men. This need for unemployment insurance is expected to rise dramatically with the current crisis in the fishery and heavy industry.

The persistence of low average wages in Atlantic Canada is obvious. Like the rate of unemployment, the annual wage shows the disparity between Nova Scotia and much of the rest of the country. Both earned and unearned (Unemployment Insurance Commission payments, social assistance, industrial incentives) income is lower than in other parts of Canada, and this has been the case for some time. Although Nova Scotia's per capita income is the highest in the Atlantic provinces, in 1984 it was still only 81% of the national average.

Within the province, women's wages are gradually gaining on men's; nevertheless, in 1985 women still earned considerably less than men (\$11,017 versus \$20,429 or 54% men's earnings).

The percentage of mothers in the labour force with children aged under 3, 3-5, and 6-15 during the years from 1975 to 1985 are presented in Table 1.8. The increasing rates of participation of women with very young children is evident. In fact, the fastest growing segment has been women with children under 3 years of age followed by those with children between 3 and 5 years of age.

Table 1.8

Percentages of Women in the Labour Force With Children Under 3, Under 6, and Under 15 Years for Nova Scotia, 1975-1985

	Canada %	Nova Scotia %
Youngest child aged under 3 years		
1975	31.2	29.5
1977	33.9	34.0
1979	39.4	38.3
1981	44.4	44.0
1983	48.9	43.9
1985	53.9	53.0
3-5 years		
1975	40.0	37.0
1977	42.5	35.9
1979	47.8	40.0
1981	52.4	52.6
1983	55.6	49.3
1985	59.5	55.3
6-15 years		
1975	48.2	44.7
1977	51.9	43.7
1979	55.6	47.2
1981	61.2	51.0
1983	62.0	54.9
1985	66.2	57.3

Source: Statistics Canada. (1987). *Women in the Workplace: Selected Data*. (Cat. No. 71-534).

Family Characteristics

The average family is smaller now both in the country as a whole and in Nova Scotia than at any other time. The average Canadian family with children at home consisted of 3.7 children in 1951, while Nova Scotia had an average of 3.9 children per family unit. Similar declines were experienced at the national and provincial levels from the late 1950s on, and by 1986 the average Canadian and Nova Scotian family was down to 1.3 children.

While the average number of children per family has declined since the 1950s, there has been a very significant increase since the 1960s in the number of one-parent families. From 1976 to 1981 the total number of husband/wife families increased by 6.2% while one-parent families increased by 21.8%. The vast majority of these families are headed by females. By 1986 there were 5,145 male-headed one-parent families in Nova Scotia compared to 25,160 female-headed one-parent families.

Table 1.9

Family Types (Single Parent/Two Parent) for Nova Scotia and Canada, 1976-1986

	1976	1981	1986
Canada			
Total families	5,727,895	6,324,975	6,733,845
Husband-wife	5,168,560	5,610,970	5,880,545
One-parent	559,330	714,005	853,300
Male-headed one-parent	94,990	124,180	151,485
Female-headed one-parent	464,340	589,830	701,815
Nova Scotia			
Total Families	200,480	216,200	230,480
Husband-wife	179,010	190,045	200,175
Lone Parent	21,470	26,155	30,305
Male-headed lone-parent	3,875	4,590	5,145
Female-headed lone-parent	17,595	21,570	25,160

Sources: Statistics Canada. (1981). *Canada's Lone-Parent Families*. (Cat. No. 99-933).
Statistics Canada. (1989). *The Nation: Families, Part 2*. (Cat. No. 93-107).

There has been not only an increase in the number and percentage of single parents but also an increase in the children under 18 years living with single parents in Canada and in Nova Scotia (Statistics Canada, 1981). In 1986 the average number of children per one-parent family was 1.6 both in Canada and Nova Scotia compared to 1.3 and 1.2 for two-parent families in Nova Scotia and Canada respectively. This is of particular significance in light of the low average incomes of one-parent families and the numbers of such families living in poverty.

After the liberalization of the divorce law in 1968, there was a significant increase in the number of divorces in Canada and in Nova Scotia. The divorce rate peaked in Nova Scotia in 1980 with a rate of 271.3 per 100,000 population. However, Nova Scotia continued to have a high divorce rate and in 1985 had the third highest provincial rate of divorces. This contrasts with the other three Atlantic provinces, which reported the lowest provincial rates (Atlantic Provinces Economic Council, 1987).

The incidence of low-income families for Canada and Nova Scotia in 1980 and 1985 are presented in Table 1.10.

Table 1.10 **Income Status by Family Type and Incidence of Low-income Families for Canada and Nova Scotia, 1980-1985**

	1980			1985		
	Total	Low Income	Incidence of Income %	Total	Low Income	Incidence of Income %
Canada						
All economic families	6,345,690	825,685	13.0	6,761,520	965,465	14.3
Husband-wife families	5,499,545	530,025	9.6	5,763,505	595,620	10.3
Lone-parent male	93,585	14,780	15.8	113,930	22,570	19.8
Lone-parent female	501,495	228,775	45.6	597,780	285,245	47.7
Nova Scotia						
All economic families	218,245	31,095	14.2	232,915	33,405	14.3
Husband-wife families	186,010	20,055	10.8	196,310	19,860	10.1
Lone-parent male	3,325	590	17.8	3,630	720	19.7
Lone-parent female	16,850	7,980	47.4	20,280	10,110	49.9

Source: Statistics Canada. (1986). *Census Summary Tables*. Table IN 86B01C.

Between 1980 and 1985 the incidence of low-income two-parent families in Nova Scotia declined slightly from 10.8% to 10.2%. The incidence of low incomes in male-headed, one-parent families increased from 17.8% to 19.7%. Although there is a corresponding increase in the percentage of low-income, one-parent, female-headed families--from 47.4% in 1980 to 49.9% in 1985--the number of poor families headed by a female is significantly higher than male-headed one-parent families. Low levels of income characterize one-parent families in Nova Scotia. This is even more pronounced in the incomes of single mothers in the 15 to 24 and 25 to 34-year-old categories whose children are very young, a time when poverty seems to have most severe effects.

Single-mothers make less than single-fathers, and this is true for both earned and unearned income. In 1981, non-working single female heads of families in Nova Scotia made an average of \$5,722 compared to \$8,851 for males. Working single-mothers made an average of \$10,122 versus \$17,377 for fathers. Twenty-nine percent of female single-parents were unemployed compared to 11.3% of male single-parents. Therefore, not only do women make less, but more of them are represented in the lowest income group--non-working; and even these have significantly less income than non-working single-fathers.

Almost 15% of all families in Nova Scotia lived below the poverty line in 1986, a slight increase from 1985 (National Council of Welfare, 1988). In 1986, 12.4% of children 16 years of age and under in two-parent families were living in poverty in Nova Scotia compared to 70.9% of children 16 years and under living in mother-only families (National Council of Welfare, 1988). These one-parent, mother-headed families represent over 15,000 of the total number of 39,000 families with young children in the province.

Summary and Conclusion

Nova Scotia is one of the four provinces which are known collectively as the Atlantic provinces. The economy of the Atlantic provinces is characterized by high rates of unemployment, low labour force participation rates, narrow job opportunities, and low wages. Reflecting the poorer economic situation, support for social services is also lower than in other regions of Canada. In 1986, almost 20% of all Nova Scotian families lived in poverty. This 20% included 70.9% of children living in female-headed single families. Clearly, there is a greater need for social services for children and families in Nova Scotia but a poorer economic base to support them.

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Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE IN NOVA SCOTIA

Prior to the proclamation of the *Day Nurseries Act* in 1967, very little day care was available in Nova Scotia, and there was no legislated control of quality. Public funding of day care began in 1972 under the Canada Assistance Plan (CAP). Since 1972 Nova Scotia government expenditures on day care have increased from \$136,000 a year to just over \$7.2 million dollars in 1988-89, with per diems increasing from \$3.50 in 1972 to \$13.90 in 1988. Both the number of centres and the number of spaces available have also increased substantially. In 1979 in Nova Scotia there were 227 day care centres and nursery schools with 4,900 licensed spaces, while in 1989 there were 338 licensed facilities (representing a 49% increase) with 9,314 spaces (representing a 90% increase) (Department of Community Services, 1989). However, during that same period the number of full-time subsidized spaces has increased less than 6% (from 1,900 to 2,011), creating a large and growing demand for subsidized spaces.

Types of Facilities

Four types of licensed facilities exist in Nova Scotia.

- **Registered day care facilities** are non-profit programs with community boards of directors. Registered facilities are allocated both parental subsidies and equipment grants.
- **Private non-profit day care facilities** with community boards of directors are supported by parents who pay full fees.
- **Commercial day care centres and preschools** are privately owned; they provide both full-day and part-day programs and are funded from parent fees.
- **Child development centres** are private, non-profit programs with community boards of directors which are eligible for 50% of operating expenses under a CAP-shared arrangement because of their part-time service to children from economically disadvantaged homes.

Family day care programs, another non-profit structure with parental subsidies, are either attached as satellites to existing registered centres (three programs) or operate under their own board management (three programs). Family day care programs provide the newest form of child care service in Nova Scotia.

As of December 31, 1988, 61% of full-time day care was provided in the non-profit sector and 39% in the commercial; 60% of part-day care was in the non-profit sector and 40% in the commercial (Nova Scotia. Department of Community Services, 1989). Precursors to the current types of facilities will be reviewed briefly below.

History

Prior to 1972 and the availability of CAP assistance in Nova Scotia, there were two streams of day care:

1. the non-profit, charitable variety for disadvantaged children, which was primarily custodial until the Head Start movement.
 2. the informal, privately-owned commercial variety for middle-class children.
-

Precursors of current non-profit programs

A day nursery for neighbourhood children was set up in 1946 by the Protestant Orphans' Home in Halifax, charging ten cents a day for milk and snacks. Other child care centres had already been established in the city by the Local Council of Women and by Jost Mission (a Presbyterian institution), both in 1910 (Simmons, 1984). As societal perceptions of women's roles changed, so did the roles of Nova Scotia service organizations, church groups, and child care institutions. For example, Jost Mission was originally founded as "a centre for the derelicts of society", charwomen awaited their calls to work and left their children there in daily care for fifty cents a day (article in *Chronicle Herald*, February 12, 1970 as found in Nova Scotia. Department of Community Services, scrapbook of newspaper clippings). Later the day care centre was open to any working mother requiring its services. (It is still in operation today, currently licensed for 35 children.) In 1951, "child caring institutions" such as reformatories and orphanages reported their growing concern with the "improper placement of children in institutions because of inadequate alternative resources and facilities available for them in Nova Scotia" (Nova Scotia Ministry of Public Welfare, 1968, March 15). Orphanages reported their reluctant acceptance of "half-orphans," children of widowed or separated parents who gave up their children because they were unable to finance the family (Fitzner, 1968).

Contrary to popular belief, there were many more than a mere handful of non-profit child care centres prior to the 1967 legislation. The spring after the *Day Nurseries Act* (1967) had passed, (and a number of centres had closed) Isabel McLellan, the provincial consultant for day care and homemaker services, reported she had identified 65 centres operating in the province (McLellan, 1969). Of the 49 centres then applying for licensing, 38 were part-day and 11 full-day. Almost every county had at least one day nursery of some sort; some had four or five, and the Halifax-Dartmouth area had 23. McLellan found a diversity of operating models, including:

- St. Joseph's Children's Centre, formerly an orphanage, which had become a full-day centre as of January 1, 1968;
- the Halifax Student Housing Society centre for children of students attending one of three post-secondary schools;
- four centres run by parent groups;
- six facilities operated as head start programs.

These centres had been operating through parent fees and/or community-based sponsorship, such as churches providing space, school boards providing the use of school buses, and communities providing donations and volunteers.

Some head start programs were spearheaded by provincial employees, and others received funds from the federal Department of Indian Affairs. Some centres, especially those serving referrals from the municipal Social Assistance department, managed to work out their own funding with the three levels of government. St. Joseph's Children's Centre was the first day care to receive

municipal funding. The efforts of the volunteer board of directors of St. Joseph's (circa 1968-70) resulted in the city and the provincial government agreeing to cost-share the payment of fees at both St. Joseph's and the Junior League's Neighbourhood Centre on behalf of children whose parents were welfare recipients.

Sue Wolstenholme, the director at St. Joseph's since 1968, writes: "In September, 1970, after intensive lobbying by the St. Joseph's board, a cost-sharing agreement was worked out with the city and province and the first sliding scale was established to provide subsidy for low-income working families" (Wolstenholme, 1984). The centre also used parent fees and received some funding from the Roman Catholic Archdiocese. With this precedent set, other centres were soon able to obtain municipal funding. A Halifax paper explained in August 1970, that the city contributed 25%, the province 25%, and the federal government 50% of the day care fee for poor families. The city subsidized the day care operation by paying the difference between the sliding scale rate charged to these parents and the per diem rates.

Precursors to Child Development Programs

With the passing of the *Social Assistance Act* in 1958 and the growing awareness in the early 1960s of the effects of poverty and racism on educational and occupational achievement, the door was open for Head Start programs, which marked the first provincial government involvement in early childhood programs. Before the province could act, however, the Brunswick-Cornwallis Pre-school program started in 1963, pre-dating both the Nova Scotia (and United States) Head Start programs with their inter-racial nursery programs.

The Brunswick-Cornwallis Pre-school was the cooperative effort of two Baptist churches in downtown Halifax, one white and one black. The program was described as "more than a head-start program for less-privileged children. It is a laboratory for building healthier racial attitudes in both children and adults" (Verrall & Crooks, n.d., p. 1).

In 1965 the province appointed the first Director of Social Development "to improve the housing, education, and employment opportunities, not only for Negroes, but for all disadvantaged communities." Social development officers fanned out over the province, often establishing Head Start programs, as in Hants County where a three-year project in the mid-1960s had an annual federal-provincial funding base of \$20,000. Truro Head Start, on the other hand had a "shoe-string" budget with money from local organizations and the Department of Indian Affairs and the use of a primary classroom in a Baptist church. Remuneration was "not high" (Pyle, 1969, p. 29). Truro also focused on inter-racial socialization, starting with five Native children from the nearby Millbrook Reserve and ten Truro children, five black and five white.

Head Start programs were meant to achieve goals such as reducing the school drop-out rate and improving racial attitudes, not to provide a service for working mothers. One Social Development Officer reported in 1966 that her plans to establish a pre-school were halted because "...in talking with many of the mothers...it would appear that a baby-sitting service or day care service would be more beneficial." (Archibald, 1966, January, p. 5). A local committee in a small predominantly black community outside of Halifax (perhaps this same one; the social development officer refers to it in her report with a pseudonym) soon thereafter spent many years organizing and fundraising for a full-day child care centre for working parents.

Head Start programs flourished in the mid-1960s. Alexa McDonough, a recent social work graduate (and now the leader of the Nova Scotia New Democratic Party and a member of the provincial legislature) supervised 30 young people who operated nine such programs in the summer of 1967. The Glace Bay program also started in 1967, serving 4-year-olds in a two-hour/two-day-per-week program staffed entirely by volunteers.

Precursors to Current Commercial Programs

The private sector also expanded and changed to meet changing needs. These private operators, by and large, had more in common with their customers than with big or small business; they were mainly mothers with young children who worked to support their families. In 1951, for example, when Phyllis Foran of Halifax lost her housekeeper of nine years this put either her own job at Grace Maternity Hospital or her children at risk. "I thought, there's got to be other people just like me," and with this motivation and her nurse's training, she opened the Tot 'N' Tyke Nursery School in her home in 1951 (Foran, personal communication, 1989). Mrs. Foran continued working night shifts as a nurse for some years and hired a few young women to assist her during the day. She owned, and still owns, a private centre operating entirely on parent fees. Although it is clear that other such centres opened around the province, tracing unregulated activities that operated in private homes is difficult.

In 1951 the *Halifax Chronicle-Herald's* classified section was full of ads soliciting and offering child care help, such as this one: "Supervisor desires work in nursery....Experienced" (January 2, 1951, p. 18). One woman describes her circumstances and needs quite clearly in this classified ad: "Widow with school-age girl, wishes place to live, where child will be supervised while mother is working. Willing to care for other children while not working" (February 20, 1951, p. 18). Also in Halifax in 1951, the City Sitters Club was "established by a mother for mothers" offering "thoroughly reliable adult ladies to look after your children daily except Sundays and holidays" (January 4, 1951, p. 18; January 5, 1951, p. 20; January 6, 1951, p. 19). Many working couples advertised in the classifieds for work-day housekeepers to care for their children, and women offered such services through the business personals. By the next decade "will sit for children in my home" ads were prefaced by names like "Joyland Day Nursery and Playschool" (January 28, 1961, p. 26).

In 1962 Bea's Nursery, across the harbour in Dartmouth, was established. (It is now operated by the founder's daughter under the name of Care Bear Nursery.) Bea Morrison, like Phyllis Foran, was a single-parent faced with an employment crisis. "I was driving over the bridge one day [a familiar rush-hour nightmare for residents of Halifax-Dartmouth] on my way home from Simpsons, and I thought, I hate my job, I love kids--why don't I start a nursery school?" (Morrison, 1989). (She and Foran were in telephone contact as informal support for each other for years before they met--accidentally.) Such independent action remained characteristic of Nova Scotia private operators for some decades, many of whom opened small centres outside the metro area, both to serve a community need and to create their own employment.

In addition to full-day care, there were also part-day programs such as the Wee Wisdom private kindergarten in Bridgewater (established circa 1955), and the Truro Playschool (1964). Although parents paid fees, Wee Wisdom had the sponsorship of the United Church in that it had use of space in the church's new Christian Education Centre. Part-day programs had early childhood education as their focus, but such schooling was only available to those who could afford it.

Summary

By 1967 Nova Scotia day care displayed precursors to almost all of its currently available types of facilities:

- community-based, full-day non-profit programs which would become registered facilities and non-profit/private facilities without subsidy;
- child development programs, providing part-time subsidized developmental care for economically disadvantaged children;
- commercial full-day and part-day programs;
- family day care programs.

Government and Advocates: Committees and Task Forces

Since the beginning of its involvement in day care, the Nova Scotia government has sought citizen, user, practitioner, advocacy, and expert input through various committees and task forces. The recommendations of these government-appointed committees, which have usually included an extremely diverse and wide-ranging membership, have provided guidelines for the Nova Scotia government's day care policies.

1966: Advisory Committee

On November 3, 1966 following the provincial government's first meeting to discuss the need for day care services (September 27, 1966), an advisory committee was announced by J.M. Harding, then Minister of Public Welfare. Provided with a broad mandate, the committee decided that private voluntary and church organizations remained "the logical groups" (Nova Scotia, Department of Public Welfare Minister's Advisory Committee on Day Care Services, 1967, p. 5) to operate services and made recommendations about licensing (focusing mainly on the physical environment) and training, recommending that the Department of Welfare "encourage and promote the establishment of a training program for personnel involved in Day Care Service." (p. 6). The committee also recommended a sliding scale for parent fees, from full subsidy for those eligible under CAP, to partial, to "nil" for those parents able to pay the full per diem rate. The sources for the partial subsidies were to be United Appeal funds, voluntary and private funds, municipal grants, and CAP for those eligible.

In general, the recommendations of this report remained the basis of Nova Scotia governmental policy until June 1988. With a fundamental decision to provide subsidies only to voluntary, non-profit day care facilities, Nova Scotia thus chose to provide financial assistance for low-income families using the vehicle of community board-operated centres. The government addressed the distribution of registered day care in the province through the mechanism of responding to individual community requests for financial assistance. Community groups were expected to address the questions of space and general financial structure before approaching the province for assistance in the form of day care subsidies for their communities.

By 1975, Nova Scotia had approximately 1,900 subsidized spaces. Provincial income guidelines, with the ceiling based on the average Nova Scotia wage, determine eligibility for the parent subsidy. The provincially established income guidelines fall far below those permitted by the federal government as the basis for cost-sharing under the Canada Assistance Plan. Eligibility is based upon the family's income and social need (e.g., parent working or in training), a child's special needs, or a recommendation by a child protection agency.

1972-74: Provincial Day Care Advisory Committee

Under the federal Local Initiatives Program (LIP), the number of non-profit day care centres in Nova Scotia increased rapidly (from 7 in 1971 to 34 in 1975 -- 15 of which are in Halifax-Dartmouth). This dramatic increase led to the establishment of a variety of citizens' committees which began to lobby government for per diem subsidy rates that would keep the centres solvent after the LIP projects ended. Although the provincial government had instituted its first per diem subsidy rate in 1971 for \$3.50, a 1972 brief from the Citizens Day Care Action Committee, "Day Care: A Cost Analysis" (Citizens Day Care Action Committee, 1972) established that the cost of quality day care would be \$6 per day. The \$6 actual daily cost and the problems of day care were featured in the media and used extensively in lobbying the government.

In response to lobbying efforts, the provincial government established the Provincial Day Care Advisory Committee in July 1972 and referred the matter of day care rates to this committee. Within a month, "the Advisory Committee added its voice to the call for an increased rate" (Wolstenholme, 1984, p. 27). With LIP funding due to end imminently, the LIP-initiated centres were faced with financial disaster. An extension of LIP funding kept the centres going through February 1973, at which time the government announced a retroactive rate of \$4 from December 1, 1972 and a new rate of \$4.50 as of December, 1973. With a new rate, not adjusted for inflation, of approximately two-thirds of real costs, the centres were still in tenuous financial shape. Moreover,

"a parallel struggle was developing, to keep the cost to parents at an affordable level. Eventually, progress was made at the lower (income) levels, but as rates kept increasing it became more and more difficult for parents at the top of the scale to afford the fee, especially those just over the cut-off point" (Wolstenholme, 1984, p. 29).

Following an election call in winter 1974, the Day Care Council was successful in instituting a number of changes. The newly elected Liberals announced in April (1974) that a new rate of \$6.00/day would be implemented along with a semi-annual adjustment in line with escalation in the Consumer Price Index. However, no change was made in the parent fee scale, "due to the forthcoming changes in the Federal Guidelines under the Canada Assistance Plan" (Wolstenholme, 1984, p. 30). Subsidy rates went up to \$6.55 per day in the August, 1975, semi-annual revision. However, in December of 1975, the Minister of Social Services announced that the rate would be "frozen" for twelve months and that no new subsidized spaces would be created. The freeze on the rate remained until 1977; 111 new subsidized spaces were made available between 1977 and 1989.

The government made it clear in a directive to the non-profit centres that the intention of the subsidy from the very beginning was to assist communities in developing day care centres, not to be totally responsible for their financing. Had the government intended to be fully responsible, it would have approached the development of day care centres in a different manner and the centres might well have been entirely a government operation. Instead the government hoped that involvement of community groups would bring about a commitment from these groups to assist financially on an on-going basis.

In 1977 and again in 1979 the government approved extra-billing practices in the form of surcharges so that centres could meet their costs. Up to this time centres which received the government subsidy had not been permitted to charge any parents more than the approved rate. In April, 1979 a \$0.20 subsidy rate increase was announced, along with authorization for unlimited surcharges. Public response to this rate increase and to the precarious position of day care services led to the appointment of a Task Force on Day Care Financing.

1979: Task Force on Day Care Financing

The Task Force on Day Care Financing was asked to prioritize day care financial needs within a budgetary guideline of \$225,000 per full year. Nine of its recommendations used up all the money; the other four were structural but had perhaps even greater impact. The nine monetary recommendations which the government accepted included an increase in the maximum subsidy rate from \$7.75 to \$8.00, formalization of the existing financial arrangements for special needs children attending regular day care programs, the creation of five additional funded spaces for handicapped children in regular day care, and modest changes in the subsidy arrangement for parents (Nova Scotia. Task Force on Day Care Financing, 1979). Perhaps more importantly, the government accepted four recommendations that would ensure yearly increments in the subsidy rate and an annual review of the parent fee formula. These increments would be tied to government employees' salary increases and the Consumer Price Index in the first instance and to changes in the Family Benefits program in the second. Furthermore, the subsidy adjustment to \$8/day, following upon the previous one of \$7.75 only six months before, brought the subsidized day care system back into solvency for another four years.

1983: Task Force on Day Care

Without a specific budgetary allocation, this task force nevertheless made 17 recommendations, the most important of which included:

- an equipment grant of \$100 per year per subsidized child;
- a "catch-up" subsidy grant of \$0.87 per day per child in addition to the already approved annual increase of \$0.38;
- an increase of 50 subsidized spaces in the province;
- five more funded seats for special needs children in regular day care;
- infant standards and a differential subsidy rate by April 1985;
- staff training standards to be in place by 1989;
- small training grants for individuals in the field;
- small ECE workshop grants;
- two new staff positions in the Department of Social Services to be filled by persons with ECE background and experience;
- instructions that the department conduct a study of alternative methods for adjusting the maximum per diem rate. (Nova Scotia. Department of Social Services, Task Force on Day Care, 1983).

The subsidy adjustments which followed these recommendations in 1983 and 1984 brought the subsidized day care system back into a position of solvency for another period of three to four years. The new equipment grants, training standards, and infant standards and differentials were well received. They were seen by the advocacy, academic, media, and day care community as signs that the provincial government was ready to recognize that day care is a service requiring

standards and increasingly complex equipment to function. The two new departmental staff positions, which required early childhood education background and experience, also seemed to signal governmental recognition that day care had come of age.

1987: Task Force on Family and Children's Services

Consisting of six panels made up of nine senior officials from the Department of Social Services and representatives of private sector social agencies and non-governmental bodies such as the Nova Scotia Federation of Labour, the Task Force on Family and Children's Services was authorized to:

review the present philosophy, range and delivery of social services to families and children in Nova Scotia and, taking into account the best current thinking in other jurisdictions and its applicability to Nova Scotia and the Task Force's perception of further service needs, make recommendations, in order of priority, to the Minister of Social Services for further action, appropriate for the balance of the 1980s (Nova Scotia. Department of Social Services, Task Force on Family and Children's Services, 1987, February).

Although authorized to look at "Day Care Services...only as they relate to other family and children's services programs" (p. iv), nevertheless the recommendations gave clear directives in those related areas. The task force considered the "privatization of public services" (p. 46) and reaffirmed its long-term commitment to the non-profit sector. It recommended "that expansion within the family and children's services sector in Nova Scotia be restricted to community-based non-profit agencies" (p. 147).

June, 1988: Ministerial Statement on Day Care

Astonishing in its range and depth, this statement on day care by the Minister of Social Services in June 1988 announced a tripling of day care spending on condition that the federal/provincial cost-sharing plan was approved (statement by the Honourable Tom MacInnis, 1988, June). In a major policy shift, it also proclaimed an "equal partnership concept" in which the commercial sector would have access to the subsidies and grants available to the non-profit sector. The advocacy community responded vigorously to this change in policy, concerned that the new direction would bring entrepreneurs and corporate chains into the system and threaten both quality and accountability.

Election, 1988

In the 1988 provincial election, the advocacy community approached the salary issue in a manner similar to its 1974 election strategy, in which it had presented a figure for the actual cost of day care (\$6/day), demanded a per diem of that amount, and secured agreement from the Liberals and NDP in their platforms. Releasing the results of a salary survey (Wolstenholme, 1988) in mid-campaign to substantial media notice, leaders of the day care community announced that the average Nova Scotia day care wage was \$12,900. They asked that all candidates for the Legislature support a call for a \$4,500 salary enhancement grant and were successful in gaining the agreement of the Liberals and the New Democrat Party (NDP). The Conservatives, who won the election, continued to propose a salary enhancement grant of \$2,500.

September 1988 to November 1989

With the federal government's proposed child care act, Bill C-144 dead as the election was called and no new federal/provincial day care legislation brought forward, governmental day care initiatives were postponed in Nova Scotia. The province was waiting for enhanced cost-sharing from the federal government and did not move ahead with plans to introduce salary enhancement grants, additional subsidized spaces, or other changes announced in June of 1988. Although approved since 1983, infant standards and differentials, as well as a program consultant, await implementation. In the interim, tensions mount within the day care community.

Funding

Operational

If the prime mover in Nova Scotia child care was the growing need created by a changing workforce and changing family patterns, the prime shaper after 1967 was the CAP agreement negotiated between Nova Scotia and the federal government.

Subsidy rates per child per day climbed from \$3.50 in 1972 to \$14.50 on January 1, 1989. Minimum parent fees were \$0.25/day in 1976 and \$1.25/day in 1989. Following the 1979 Task Force on Day Care Financing, per diem subsidy rate increases have been timely and tied to a cost-of-living increase. Although the increase has not solved the perennial funding problem, it introduced method and dependability into the system.

A start-up grant of \$100 per subsidized space, an equipment grant of \$130 per year per subsidized child, and a staff training grant of \$300 per staff member enrolled in upgrade training to meet minimum requirements are available for non-profit centres. Commercial centres are eligible for training grants only. Neither type of centre receives capital or operating grants.

The Department of Small Business Development, eager to encourage female entrepreneurs, provides assistance such as development grants, market studies, and interest buy-downs to commercial centres, as does the Atlantic Canadian Opportunities Agency (ACOA) and the Enterprise Cape Breton Corporation. With the growing privatization of the federal Student Employment/Experience Program (SEED) and Canadian Job Strategies programs, operating capital in the form of training grants and student grants has become more accessible to the private sector.

Capital

Day care programs are provided in a range of physical facilities, all of which must be inspected yearly by the Fire Marshall's office, by the Department of Health, and by the Department of Community Services. No capital funding is, or has ever been, directly available for the development of day care space.

Much of the capital development of non-profit day care from 1971 to the present has been made possible by LIP (Local Initiative Projects) and its successors, Canada Works and Canadian Job Strategies programs. As make-work projects in areas of high unemployment, these projects permitted the renovation of community halls, church halls, an old company store, old schools, an old motel, and various other buildings throughout the province. However, as the criteria for Canadian Job Strategy programs tightened to focus on job training rather than on community projects, this source of "social capital" began

to dry up. Other problems developed--in metro-Halifax and other pockets of prosperity, fewer job training programs were funded.

With prosperity also came a shortage of inexpensive, convertible buildings, and non-profit programs were forced into the commercial rental market for space. Furthermore, with the ever-increasing fire, health, and program standards, older buildings became less and less viable as day care sites. Community groups trying to start non-profit day care facilities have an increasingly difficult time meeting the standards of physical space and finding the capital to make renovations or to build. Most new non-profit programs are in post-secondary institutions, schools, hospitals, and other institutions where space is provided by the institution.

The commercial sector, more able to acquire capital through loans, interest write-downs, tax relief, and Small Business Development grants, has continued to develop day care sites. Unlike the sites used by the non-profit sector, commercial sites can easily revert to other uses as market forces dictate.

Geographical Coverage

Almost half of Nova Scotia's day care facilities are located in the metropolitan Halifax-Dartmouth and industrial Cape Breton areas. Registered centres mainly exist in metropolitan areas where organized community groups developed programs and applied for registered status prior to 1975 (when the subsidy program was curtailed). Both private, non-profit centres and commercial centres have been developed as groups and individuals saw local need or opportunity. Little effort has been put into a balanced growth pattern around the province; nor have financial incentives been provided to encourage growth in areas more expensive to serve, primarily the rural areas and the areas of seasonal employment.

During the activist period of the 1960s, the Department of Welfare sent community development officers around the province to encourage the creation of head start programs. Similarly, LIP programs jump-started much of the non-profit day care in the early 1970s. With the curtailment of subsidized spaces in 1975, the possibility of moving from a funding base such as LIP into operational funding disappeared.

Rural areas, particularly those with seasonal employment, typically are seriously under-served. The province has recently responded positively to the need for development of family day care services in rural areas by raising the ceiling on subsidized spaces to make more services possible. Areas of high population growth are in need of registered day care. Since the early 1980s, the growth of subsidized spaces has increased at the rate of approximately 0.5% a year, resulting in the growth of waiting lists for subsidized spaces. A second impact is that existing registered centres are seldom located in growing suburban areas, leaving commercial day care to fill the gap and a growing problem of affordability for low-income families and single parents.

Affordability

From the introduction of CAP-shared provincial subsidy assistance in 1972 through to the present, families with very low incomes who could locate day care space, theoretically, were able to afford child care. However, since the early 1980s waiting lists for subsidized spaces have grown, and the curtailment of subsidized space has meant that the existing registered centres are seldom located in newer residential areas or near newer workplaces. The exception is

when a registered centre expands and relocates some of its subsidized spaces in new areas while creating a higher proportion of unsubsidized spaces in its original location. The imposition of surcharges on parent fees (started in 1981) has meant that a mother on minimum wage, paying \$25/month for day care plus transportation costs to an out-of-the-way centre, plus a surcharge of \$0.50-\$2.50/day, is quickly priced out of the market, even if receiving a full subsidy.

With subsidy cut-off points based on the average Nova Scotia wage (\$20,530 per year for a one parent/one child family and \$21,970 for a two parent/two child family) many parents slightly above the subsidy-eligible level have had a difficult time in locating or in affording suitable spaces. Many such parents are increasingly found in the unregulated sector of child care where costs are often lower.

Commercial day care is also tied to a user-fee system, where fees above \$80/week quickly price it out of the market. Only by carefully targeting its market to upscale areas and older preschoolers can commercial day care both make a profit and pay average salaries to its staff. Low-income parents in training programs who are being sponsored by Canadian Employment Immigration Commission (CEIC) or provincial initiatives to move social assistance recipients back into the workforce are able to utilize child care allowances to get access to these programs. This "quasi-subsidy" is portable and can be used in any day care program or non-familial private arrangement. However, when training has ended and the parents (usually women) enter the workforce at entry level pay, they are often unable to afford commercial day care. Then, unable to find subsidized spaces, they either locate unlicensed care or drop out of the labour force.

Salaries

Nova Scotia day care salaries have always been tied to the user-fee rate and thus have remained very low. In Halifax- Dartmouth the employee attrition rate has begun to be a problem, as has the decision by many graduating child care workers not to enter the field. Salaries continue to be the major source of discontent among child care workers.

According to a salary survey conducted in August 1988, the average day care salary in non-profit Nova Scotia day care was \$12,930. However, this figure is probably higher than the average salary for the entire field since both the non-reporting centres and the commercial sector tend to pay less. Such items as health benefits, paid lunch breaks, full-time work and vacation benefits were not surveyed but are known to be very limited.

Licensing, Inspection, Administration, Consultation, and Regulation

The Day Care Services Section of the Department of Community Services is responsible for

- the licensing and inspection of day care and preschool facilities under the *Day Care Act* and Regulations;
- the administration of a day care subsidy program to low-income families;
- providing program consultation to all licensed day care facilities and financial consultation to registered centres.

With a core staff of five, Day Care Services has recently regionalized its licensing and inspection roles through redeployment and in-service training of Community Services personnel in the five regions. These staff also conduct subsidy interviews and social needs assessments. Periodic inservice training is provided to address the question of uniform standards throughout the province. Licensing and inspection are decentralized and handled by Department of Community Services employees with a wide diversity of education and background. Day Care Services attempts to address the need for informed, uniform application of day care regulations through workshops and in-service training programs. Although the 1983 task force report and many citizen briefs called for Early Childhood Education (ECE) trained Day Care Services staff, by the time of this writing the Department has not been able to hire people with this training to fill its regional positions and to provide licensing and consultative services.

Regulations regarding group size, infant care, and extended hours do not yet exist. The lack of infant regulations are especially problematic since they were approved in principle by the government in 1983, but, along with a recommended infant differential were not implemented.

Types of Services

All licensed service is provided during "normal operating hours," usually 7:30 a.m. to 5:30 p.m. Most spaces are reserved for preschoolers (ages 3 to 5), with a few spaces available for infants and toddlers and a growing number of spaces for out-of-school care. Forty-six children with special needs are accommodated in three centres that were started as special-needs-only programs; two of these are currently being integrated. Approximately 50 other children with special needs are served in 14 other registered day care facilities, with financial differentials to cover the additional costs. The number of other children with special needs who are accommodated without subsidies and/or differentials in the province is not known, although informal, consultative service is often provided on a case-by-case basis by Day Care Services, integrated day care programs, advocacy groups, health professionals, and service clubs.

Flexible models of child care in Nova Scotia--shift work, seasonal, sick-child, extended hours and overnight, and emergency--are provided primarily in the informal, unregulated sector. Ethnically/culturally sensitive programs exist only sparsely, bearing little relation to need. The black communities, the native communities, the Acadian communities, the immigrant communities, and the Gaelic communities have all made periodic initiatives to provide or receive relevant programs for their children. Several reserves now have preschool/head start programs and the Highland Village in Iona has a Gaelic preschool.

Programs for children with special needs have existed since the early 1970s, either as segregated programs or as extensions of regular day care programs. A limited number of "differentials" are permitted in registered centres, and these help cover the additional costs of special needs care even if the parent is not eligible for a per diem subsidy. For families outside the subsidy limits, some groups (such as the Canadian Association for Community Living and the Cerebral Palsy Association) assist with fees. If a child has either a sight or hearing problem, the Atlantic Provinces Special Education Authority may cost-share the fees. Voluntary care agreements with Family and Children's Service agencies also provide fee assistance.

At the present time, parents of children with special needs may have to pay full day care fees even if the program is deemed medically or educationally essential. Moreover, the availability of suitable programs is severely limited,

even if the family can afford the fees. In a 1984 study of young children with special needs in Nova Scotia (Canning & Lyon, 1989), almost 20% of preschool-aged children in child care were either identified as having or suspected of having some kind of special need. Few children were receiving special help or intervention, but most children with special needs who were receiving any kind of early intervention were enrolled in regular programs. More than half of the total preschool respondents reported a child or children with special needs enrolled in their centres. However, in the present Nova Scotian system there is little assistance or support (financial or professional) to help programs meet the needs of these children. Teachers reported that less than 3% of Primary Grade children with special needs have received any services. Home-based infant development programs have expanded since this study and now receive provincial funding. However, evidence suggests that only a limited percentage of children with special needs are a part of such programs.

Current Day Care Services guidelines do not exist for overnight or extended-hours day care. Nor do they provide incentives for infant/toddler care, seasonal and shift work care, rural, emergency and sick-child care, or ethnically sensitive programs. The centres are encouraged to provide core day care service, while family home programs are encouraged to provide slight variations on the core service.

Professional Associations and Advocacy Activities

The Association for Pre-School Education was formed in 1968 with its major goal being to encourage the development of training programs for people in the child care field. In the early 1970s the group worked closely with the provincial government Department of Welfare and the Nova Scotia Teachers' College in designing, implementing, and securing funding for training programs. Today the association, which is now called the Pre-School Education Association of Nova Scotia (PSEANS), awards an annual Millie Lawrence Scholarship in honour of its former president. With a membership base of approximately 300 child care workers, PSEANS publishes a newsletter, holds workshops, and sponsors a yearly conference. The Child Development Services Guild also serves the function of a professional association, albeit only for graduates from the Child Development Services program. The Certification Council, established in 1985-86, promotes voluntary certification of early childhood workers and "graduated" its first certified staff in 1988. A CCIF (Child Care Initiatives Fund)-funded professional association, *ConnectioNS*, provides a newsletter, workshops, a resource centre, and consultative services throughout the province. In addition, several regional directors' associations serve the particular needs of that group.

Both the Nova Scotia Child Care Council and the Child Care Advocacy Association grew out of the Day Care Committee of the Halifax-Dartmouth Welfare Council established in September of 1970, and its successor organization, the Citizens' Day Care Action Committee established in 1971. Both of these new groups focus politically on issues of cost, availability, salaries, and non-profit sponsorship. With bases in labour, the public service, and the women's movement, these advocacy groups work for an enhanced, publicly-funded, non-profit system. They further their cause through political action, media coverage and educational forums for their members. An informal group in the commercial sector periodically makes representations to government.

Training

During the period immediately after the 1967 legislation, some staff were British-trained, some were former teachers and nurses, and some relied exclusively on "love and skill" (Pyle, 1969, p. 30). Remuneration was low, and volunteers were used extensively.

It appears that the very first organized workshop for child care staff occurred during a two-day "Institute on Day Care" held in March 1968 in Halifax. It was organized mainly to introduce the staff of centres (98% of which were represented at this weekend meeting) to department staff. Day care consultant Lillian Romkey reported that during the open session of the institute the delegates immediately moved into a discussion concerning the need for special training of personnel in the field of preschool education. As a result of this discussion, a steering committee was selected which would become the nucleus of the Association for Nursery School Operators. The Nova Scotia Association for Pre-School Education formed later that year.

In the summer of 1968 Jocelyn Raymond, a graduate of Toronto's Institute for Child Study, invited International Correspondence School (ICS) instructor Dorothy MacKenzie to Halifax. The *Halifax Chronicle Herald* reported on July 28, 1968: "Miss MacKenzie is giving a crash course at the Nova Scotia Institute of Technology for people associated with nursery teaching. It is already stimulating wide interest" (*Halifax Chronicle Herald*, 1968). The course attracted 20 at its first session, 35 at its third, and increasingly more as it continued for a total of nine days. The next year an ECE summer school was held, funded by the Department of Welfare and the Department of Education.

In the fall of 1969 or 1970 Millie Lawrence, a centre director also involved with the Atlantic Child Guidance Clinic, convinced the Department of Continuing Education there would be interest in an evening course in early childhood education. The course required a minimum of 10 students, but 80 people registered. Millie Lawrence said, "We had to split the class in two, and only one person dropped out of the course. People were interested in obtaining any information about children under five" (Lawrence, personal communication, 1989). The course was conducted two evenings a week from September to June at the Queen Elizabeth School in Halifax. Also in 1970, established higher education institutions became involved in providing ECE training. In January Dr. Pat Bartolme started a child study centre as an integral part of the program in Dalhousie University's education department, serving teacher trainees specializing in early childhood education.

The Nova Scotia Teachers' College in Truro held the second summer school with grants from the departments of Welfare and Education. The college has continued the summer school to the present although provincial funding ceased after 1970. A two-year child development diploma program is offered through the Froebel Institute of the Teachers' College, as is a four-year extension program offered throughout Nova Scotia on evenings and Saturdays.

In 1972 St. Joseph's Children's Centre began offering a one-year program combining classroom work and practical experience. Federal money was available to finance this training until 1977. The course continued after that time with student tuition and purchase-of-service from CEIC.

Also in the early 1970s, Mount Saint Vincent University, traditionally a women's institution, started offering a two-year diploma program in early childhood education and followed that with a four-year degree program in child study.

In the late 1980s two 10-month training programs were begun in the vocational schools (soon to become community colleges). Plans to add further ECE training programs in other community colleges have been made, along with plans to develop day care sites on the campuses of all community colleges.

The introduction of minimum training standards in 1987, which were expanded to include two-thirds of the staff of a centre and all directors in 1989, encouraged higher enrolment in all ECE programs. Currently, one degree program in child study, one two-year diploma program, and several 10-month programs are recognized by the province. All of these are provided in public and/or non-profit institutions and all provide on-site laboratory schools. A four-year evening and Saturdays extension program is available in scattered sites throughout the province, which allowed many current practitioners to meet the training requirement prior to the 1989 deadline.

Saturday and evening workshops are provided by the training institutions, by the professional organizations, and by the Department of Community Services. Inservice programs are provided by some of the larger day care centres. No graduate studies are offered in ECE, and the amount of specialized training (e.g., infant, after-school, special needs) is very limited.

Parental Involvement

As of January 1, 1988, all licensed programs in Nova Scotia were required to hold public parent meetings four times per year to discuss child care arrangements.

Current Issues

Many of the emerging child care issues in Nova Scotia are simply quantitatively different from the existing problems. For example, affordability becomes an increasing concern as the number of subsidy-eligible parents outstrips the supply of spaces. However, some proposed solutions such as adding fee-for-service contracts with commercial operators to the subsidy system are qualitatively different. In fact, a shift to privatization in many forms--e.g., subsidized private spaces, private educational initiatives in training, marketplace enforcement of standards, private sector tax incentives, and zoning benefits to provide workplace day care--would dramatically change Nova Scotia day care.

The following issues and questions seem to be the most important of those that are still developing. As an exercise in mid- and long-term planning, they, as well as the present and immediate issues, should be addressed more fully at the provincial level.

Universality of subsidization benefits

Will access to subsidized space become a "right" in the same way that access to public education and family benefits are? That is, will there be pressure to provide enough subsidized spaces for all who meet the income and social guidelines?

Surcharging or "extra billing"

Because the costs of maintaining registered centres have been rising faster than the provincial per diem rate increases, approximately 20% of centres have implemented surcharges as a method of meeting costs. This takes some pressure off government by subsuming deficits under surcharges, but it also raises the

question of the effect the surcharge is having on parents with the lowest incomes, who are the very group the subsidy is supposed to help.

Salary enhancement grants

Without salary enhancement grants, salaries will remain well below the level needed to ensure high quality child care. If salary enhancement grants are made available to proprietary programs, the larger question of non-profit versus for-profit eligibility for government grants will have to be addressed.

Access

Priority for use of the limited number of subsidized spaces, pressure from commercial operators to make subsidies portable to existing commercial spaces, and pressure from both parents and non-profit centres to expand the number of subsidized spaces are some of the major concerns that characterize the access issue.

Training

The minimum training requirements implemented in 1989 need to be expanded. The establishment of a career structure is essential if the field is going to attract and keep high quality caregivers.

Privatization of training may become another issue in Nova Scotia. If past experience is any indicator of future trends, privatization would result in relaxed entry standards and shorter courses by propriety programs attempting to accommodate, for example, job entry/re-entry and new UIC-encouraged training.

Professional issues

The direction the field will take towards a professional association, towards fragmented unionization, or towards a single union is unclear.

Free trade and Nova Scotia day care

The implication of free trade and its impact on the ability of United States' commercial operators to develop in Canada will become an issue, albeit a serious one, only if and when the province opens its subsidy system or other public monies to commercial operators.

Workplace day care

Companies that offer workplace day care usually seek to contract the service to existing child care programs. With the implementation of pay equity legislation in Nova Scotia, the question arises: are companies seeking the expertise of existing programs, or are they trying to avoid pay parity with their own employees? Will these companies also approach the government for exemption from physical site standards, particularly standards for outdoor play space?

Some of these emerging issues will be resolved through decisions at the political level--federally and provincially. For example, a new federal-provincial agreement, similar to the much criticized Bill C-144, would make cost-sharing for the commercial sector a much easier procedure. Given the current Nova Scotia government's announced agenda, privatization of subsidies, of operating grants, and of equipment grants would quickly follow such an agreement--thus changing the status of the issue. Similarly, a decision by the Nova Scotia government to permit the three-fold expansion in subsidized day care spaces which the minister said in 1988 was contingent on the passage of C-144 would reduce the pressures by groups and individuals for more space.

Summary

Nova Scotia day care is characterized by long and growing waiting lists for subsidized spaces; by spotty geographical coverage in the province; by a user-fee funding base that tends to make day care unaffordable while keeping salaries very low; by low cut-off points for subsidy eligibility; by an almost total absence of flexible care options; and by extremely limited infant/toddler, special needs, and rural care. With public funding available only in the non-profit sector and with the commercial sector now lobbying for a change in policy, the broader community is wrestling with the issue of privatization-- should public funding remain exclusively in the non-profit sector or should it also be made available in the commercial sector? The non-profit/commercial question is doubtless the most contentious issue in Nova Scotia day care policy at this time.

Without a salary enhancement grant, salaries will continue to be well below that needed to ensure high quality child care. If the much needed grants are made available to proprietary programs, the question of non-profit versus profit eligibility will have to be addressed.

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PERSONAL COMMUNICATION

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Chapter 3

AN OVERVIEW OF CHILD CARE LEGISLATION IN NOVA SCOTIA

The following section provides an overview and brief discussion of:

1. the roles and responsibilities of the government ministry responsible for child care programs in the province of Nova Scotia.
 2. legislation with respect to child care facilities.
 3. the overall capacity and availability of child care spaces.
 4. government subsidies and grants available to families and centres.
 5. licensed child care for children with special needs.
 7. child care centre staff salaries and qualifications.
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Provincial Organizational Structure and Legislation for Child Day Care

The responsibility for day care rests with the Department of Community Services. The Day Care Services Section is responsible for:

1. licensing and inspection of day care and preschool programs.
2. administration of the day care subsidy program for low-income families.
3. providing program consultation to licensed day care facilities and financial consultation to registered centres.

The Department of Community Services sets the rate of child care subsidy for low-income families, and Day Care Services is responsible for administering the subsidy program. Workers in the district offices of the Department of Community Services administer the income test to families applying for subsidies.

Licensing of all facilities providing care to four or more children began in Nova Scotia with the introduction of the *Day Nurseries Act* in 1967. The *Day Care Act and Regulations* was legislated in 1978 and remains in effect. Only minor amendments have been made to this Act. The two most recent amendments (1984, 1987) mandate requirements for training of day care personnel and parent involvement.

This act governs standards of operation, staffing, program, equipment, physical lay-out, and administration within licensed day care facilities. Individuals providing care to four or more children other than their own must apply for a day care license. Annual inspections are carried out by the Department of Community Services and licenses must be renewed. Child care centres operating on Native reserves do not require a license from the Department of Community Services.

Child Care Programs

In 1988 there were a total of 343 child care centres in Nova Scotia (See Table 3.1). These included 49 registered centres, 261 private centres and 33 child development centres (part-time only). These centres provide a total of 9,042 child care spaces including those in Child Development Centres which provide part-time care, usually two hours a day two days a week, to children from economically disadvantaged homes. (See Appendix A for a description of the various types of licensed child care available in Nova Scotia.) Although the number of centres in the private sector is higher, approximately 60% of full and part-day centre care spaces are provided in the non-profit sector as can be seen in Table 3.2.

Table 3.1

Nova Scotia Day Care Services: Regional Analysis of Centres and Spaces, March 31, 1988

	Halifax Region	Cape Breton Region	North Shore Region	Central Region	Valley Region	Western Region	South Shore Region	Total
Registered Centres	22	11	4	2	3	5	2	49
Subsidized Spaces	1,199	341	79	85	95	120	60	1,979
Non-Subsidized Spaces	435	134	91	16	59	63	50	848
Total Spaces	1,634	475	170	101	154	183	110	2,827
Private Centres and Development Centres ¹	137	31	16	33	31	25	21	294
Private and Child Development Centre Spaces	3,076	668	297	685	639	448	402	6,215
Total Centres	159	42	20	35	34	30	23	343
Total Full-Time and Part-Time Spaces	4,710	1,143	467	786	793	631	512	9,042

¹ Private centres and development centres are presented together. Private centres can be full or part-day programs. Child development centres are run by community boards and are always part-day. As of March 31, 1988 there were 33 such centres with 794 licensed spaces.

Source: Nova Scotia, Department of Community Services. (1989). Unpublished data.

Table 3.2 Licensed Program Type by Relevant Characteristics and Auspices

	Child Age	Staff/ Child Ratio	Maximum Group Size	Capacity Auspice		Total Capacity
				Profit	NonProfit	
Day Care Centres (Full-Time space)						
Infant	<2	1:7	25			108
Toddler	2 yrs	1:7	-			
Pre-school	3-5 yrs	1:7	-			
School-age	5>	>1:15	-	2,161 ¹	3,395 ¹	5,309
Family Day Care (FDC) ³	<2-5>	1:3 ²	3			139
Part-Day Child Development Centres	<5	1:12	25	1,498 ¹	2,294 ¹	3,792

¹ Figure represents total number of children. Break down by age characteristics not available.

² Ratio reflects maximum of 3 children between the ages of 6 weeks-12 years of age.

³ In Nova Scotia FDC individual programs are not licensed individually, instead FDC supervisory/coordinating agencies are licensed.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

In addition to the centre care available, there are also a limited number of family day care spaces. Family day care began in the 1980s in Sackville, a suburban area of Halifax where zoning regulations hampered the establishment of day care centres. Family day care was seen as an alternative to centre care. There is no provision for the licensing of individual family day care homes. Community organizations or day care centres are licensed by the Department of Community Services as family day care agencies and, in turn, they approve and supervise the home providing family day care. Family day care homes are approved for a maximum of three children (in addition to providers' children) between the ages of 6 weeks and 12 years. As of 1988, there were a total of 139 family day care spaces, bringing the total number of all full and part-day spaces in the province to 9,348.

Most children with special needs in day care in Nova Scotia are in regular preschool centres. As is the trend elsewhere, segregated centres in Nova Scotia are moving toward integration. In 1988, there were only two segregated centres for children with special needs in the province.

Funding of Child Care Services

All government funding for child care in Nova Scotia is provided through the Department of Community Services. To be eligible for funding, centres must retain status as a non-profit organization. With the exception of training grants, the funding is tied to the number of subsidized spaces available in the centre. Of the 9,348 licensed day care spaces, 2,011 are subsidized. Between 1977 and 1989, 111 subsidized spaces were added. Funds are available to centres in the form of: (1) subsidies for child care fees; (2) start-up grants; (3) equipment grants; (4) training grants; (5) administrative grants for family day care agencies, and (6) operating grants to child development centres. No capital funding is, or has ever been, directly available for the development of day care space.

Subsidies

All subsidized day care in Nova Scotia is funded under the Welfare Services Provisions of the Canada Assistance Plan (CAP). Recoveries in Nova Scotia equal almost 50% of the expenditures made by the province.

Subsidies for day care fees are available only through registered day care centres which receive a subsidy on behalf of children whose family income falls within the day care subsidy guidelines. To be eligible for a subsidy, families must be referred to a designated social service worker in the Department of Community Services in order to determine social and economic need. In 1988, if the family's income (two parents and two children) fell below the provincially established level of \$20,810 per annum, they would be eligible for a day care subsidy. Each registered centre has a designated quota of subsidized spaces and receives a subsidy based on the current per diem rate set by the Department of Community Services. In 1988 the maximum subsidy was \$13.90 per day. All families were expected to pay at least \$1.25 per day. Since 1981 many families, even those receiving the maximum subsidy, have been required to pay an additional 'surcharge' to the day care centre.

There are a maximum 124 subsidies specifically for children with special needs. The subsidy for these children may be up to \$20 per day, the average subsidy being \$14.50 per day.

Start-up Grants

Grants of \$100 per subsidized space are available to assist in covering the initial operating costs of newly registered centres.

Equipment Grants

An equipment grant of \$0.50 per day or \$130 per year is paid to the centre for each subsidized child care space.

Training Grants

Grants of 50% of the cost incurred up to a maximum of \$300 per year are available to individuals working in licensed (commercial as well as registered) facilities who wish to meet minimum requirements for employment.

Administrative Grants to Family Day Care

Grants of \$1.40 per day per subsidized space are provided to family day care programs. In 1988 there were 90 subsidized family day care spaces in the province.

Operating Grants to Child Development Centres

Grants of up to 50% of the centre's approved budget, up to a maximum of \$2,400 per month, are provided to those centres which provide care for children from economically disadvantaged families. This care is usually for two hours a day, two days per week often provided by volunteer staff. In 1988 there were 33 child care centres in the province, most of which were outside the Halifax Metro area.

Staff in Child Care

Staff Qualifications

As of 1987, the director and one-third of the staff of day care centres are required to be graduates of a recognized early childhood education program or its equivalent. Equivalency is defined in Article 21A of the *Day Care Act and Regulations (1978)*. All staff must have first-aid training and an annual medical certificate which states that they are free from communicable diseases.

There is a voluntary certification program in Nova Scotia; however, certification is not a requirement for licensing. The Certification Council of Early Childhood Educators of Nova Scotia coordinates the certification process.

Staff Training

A number of certificate/diploma programs in early childhood education are available. The Child Development Services Training Program, operated by the Froebel Institute, Truro, offers a two-year diploma program on a campus and a part-time program in various locations throughout Nova Scotia. A one-year diploma program is offered at St. Joseph's Children's Centre in Halifax. King's Regional Vocational School in the Annapolis Valley and Springhill Vocational School offer a 10-month program in early childhood education. Mount Saint Vincent University in Halifax offers a four-year Bachelor of Child Study Degree. In addition, these training programs offer continuing education courses and workshops throughout the year for day care personnel.

Staff Wages

Child care centre staff are relatively poorly paid in Nova Scotia. A 1988 survey of wages conducted by the Child Care Advocacy Association of Nova Scotia found that a teacher in a child care centre made an average of just over \$12,000 per year (Wolstenholme, 1988). This made them the lowest paid workers in the province. Most directors and day care workers were found to work more than the 40 hours per week for which they were paid. The salaries of the directors ranged from \$12,170 to \$36,000. Please see Table 3.3.

Table 3.3

Staff Wages 1988 Survey: The Child Care Advocacy Association of Nova Scotia

	Average Salary per year \$	Range	
		Low \$	High \$
Teacher	12,927	8,320	21,320
Assistant Director	16,289	N/A	N/A
Director	21,649	12,170	36,000

Source: Wolstenholme, S. (1988). *Child Care Wages in Nova Scotia: 1988 Survey*.

The poor wages do not seem to be a result of poorly trained and educated teachers and directors. Wolstenholme (1988) reported that 88% of the 173 respondents had from one to five years post-secondary training, including both undergraduate and graduate degrees. She reported that an increasing number of well-trained staff were leaving the field because of these low wages.

Child Care Associations

Nova Scotia has a number of child care organizations, both provincial and local. Mandates and memberships are overlapping, and many early childhood professionals belong to three or more of these organizations.

Among the provincial organizations are: The Preschool Education Association of Nova Scotia, a professional group of early childhood educators; the Child Development Services Guild, for graduates of the Child Development Services diploma program; the Provincial Association for Family Day Care; the Certification Council of Early Childhood Educators; the Nova Scotia Child Care Council, for directors of non-profit daycare centres; the Associates of Early Childhood Educators, a group of private day care operators who provide public education regarding private daycare; and the Child Care Advocacy Association of Nova Scotia, advocating affordable, accessible, high quality, non-profit child care and open to organizations and to individuals.

The local organizations include: the Association of Directors of Registered Centres of Northern Nova Scotia; the Cape Breton Directors' Association; the Dartmouth Day Care Directors' Association; and the Valley Directors' Association. In addition to several day care union locals of both CUPE and Canadian Brotherhood of Railway, Transport and General Workers (CBRT&GW), there is a formal union of day care workers -- The Union of Child Educators and Allied Workers -- with several locals in the Halifax area.

In addition to the above province-specific organizations there are also provincial branches of national organizations, such as: the Canadian Association for Young Children; the Canadian Council for Exceptional Children; and provincial child care subcommittees of advocacy organizations such as the Canadian Association for Community Living, and the Cerebral Palsy Association, whose memberships include substantial numbers of early childhood professionals.

Appendix A

GLOSSARY OF DEFINITIONS

Licensed Child Care

1. **Registered day care facilities** are non-profit programs with community boards of directors. These centres provide full and in some cases, part-day child care programs. Registered facilities are allocated both parental subsidies and equipment grants.
 2. **Private non-profit day care facilities** are operated by a community board of directors and are supported by parents who pay full fees. They are not eligible for government fee subsidies.
 3. **Commercial day care centres** and preschools are privately owned. They provide both full and part-day programs and are funded by parent fees.
 4. **Child development centres** are private non-profit programs with community board of directors. They are eligible for 50% of operating expenses under a CAP shared arrangement because of their part-time service to children from economically disadvantaged homes.
 5. **Family day care** is provided by a centre, agency or related organization which approves and administers day care homes. The homes are licensed to enable one caregiver to care for up to three children ranging in age from six weeks to 12 years of age. Children with special needs may also be accommodated within this program. Hours of care are often flexible to meet the needs of parents. Parental subsidies are available.
 6. **After school care** refers to care of children of school age (usually up to 10 years) before and/or after regular school hours. This care is offered by registered, private, non-profit and commercial day cares. A number of the 2,011 subsidized spaces available in registered centres are made available for this after school care.
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Informal, Unlicensed and Excluded Caretypes

Informal care is care, in an independent, private arrangement, on a regular basis, for three or less children (apart from the child's parents). In Nova Scotia, anyone providing care for less than four children is not required to be licensed.

Other caretypes excluded from licensing in Nova Scotia include programs where parents remain on the premises, and recreational or religious programs such as summer camps or boy scout activities.

Appendix B

NOVA SCOTIA CHILD CARE ORGANIZATIONS

Provincial Organizations

Canadian Association for Young Children, Nova Scotia
Certification Council of Early Childhood Educators of Nova Scotia
Child Development Services Guild
Pre-School Education Association of Nova Scotia
Provincial Association for Family Day Care
Child Care Connections Nova Scotia
Child Care Advocacy Association of Nova Scotia
Nova Scotia Child Care Council

Local Organizations

Associates of Early Childhood Educators, Halifax, Nova Scotia
Association of Directors of Registered Centres of Northern Nova Scotia
Cape Breton Directors Association, Cape Breton, Nova Scotia
Dartmouth Day Care Directors Association, Dartmouth, Nova Scotia
Valley Directors Association, Eastern Annapolis Valley, Nova Scotia

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Chapter 4

AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR NOVA SCOTIA

Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Nova Scotia, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronalda Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Nova Scotia Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

I. Family Composition and Characteristics

Family Structure and Employment Status

1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1 **Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada**

	Number of Children 0 - 12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

Table 4.2

Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No. %	509,500 91.1	49,600 8.9	559,100 100.0
18-35 months	No. %	476,600 89.6	55,300 10.4	531,900 100.0
3-5 years	No. %	939,900 87.5	133,900 12.5	1,073,800 100.0
6-9 years	No. %	1,238,700 86.2	198,100 13.8	1,436,800 100.0
10-12 years	No. %	906,900 85.8	150,000 14.2	1,056,900 100.0
Total	No. %	4,071,600 87.4	586,900 12.6	4,658,500 100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3 **Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada**

		Parent(s) employed full-time ¹	Parent(s) employed part-time ¹	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed ¹	Total
0-17 months	No. %	103,500 18.5	11,800 2.1	75,200 13.5	260,500 46.6	25,300 4.5	82,700 14.8	559,000 100.0
18-35 months	No. %	131,300 24.7	13,600 2.6	85,500 16.1	212,600 40.0	20,000 3.8	68,800 12.9	531,900 100.0
3-5 years	No. %	279,300 26.0	30,300 2.8	195,100 18.2	393,900 36.7	41,000 3.8	134,200 12.5	1,073,900 100.0
6-9 years	No. %	439,500 30.6	43,200 3.0	282,600 19.7	462,700 32.2	46,300 3.2	162,500 11.3	1,436,800 100.0
10-12 years	No. %	383,900 36.3	34,100 3.2	196,700 18.6	302,400 28.6	28,900 2.7	111,000 10.5	1,056,900 100.0
Total	No. %	1,337,500 28.7	133,000 2.9	835,100 17.9	1,632,100 35.0	161,500 3.5	559,200 12.0	4,658,500 100.0

Key: ¹ Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

2. Nova Scotia

There were 93,000 families with children 0-12 years of age living in Nova Scotia. Of these, 80,600 (86.7%) were two-parent families, and 12,400 (13.3%) were one-parent families.

Both parents were employed in 40,700 (50.5%) of the two-parent families, one parent was employed in 36,400 (45.2%) of the two-parent families; and neither parent was employed in 3,500 (4.3%) of two-parent families. In one-parent families, the parent was employed in 6,000 (48.4%) of cases. The remaining 6,200 (51.6%) of parents from one-parent families were not employed.

Table 4.4 **Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Nova Scotia**

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	35,700	33,200	11,800	80,600
Both parents employed	19,900	16,500	4,300	40,700
One parent employed	14,400	15,300	6,700	36,400
Neither parent employed	...	...	...	3,500
One-parent families	7,800	3,700	...	12,400
Parent employed	4,200	...	...	6,000
Parent not employed	3,600	...	...	6,200
All families	43,500	36,900	12,600	93,000

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Nova Scotia had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (6.9%) and two-parent (14.5%) families, had three or more children 0-12 years of age.

Table 4.5 Number of One and Two-Parent Families with Children 0-12 Years of Age In Nova Scotia

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	35,700	33,200	11,700	80,600
	%	44.3	41.2	14.5	100.0
Number of one-parent families	No.	7,800	3,700	...	12,400
	%	63.0	30.1	...	100.0
Total	No.	43,500	36,900	12,600	93,000
	%	46.7	39.7	13.6	100.0

The 93,000 families in Nova Scotia included a total of 157,500 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 157,500 children 0-12 years of age, 139,700 (88.6%) lived in two-parent families and 17,900 (11.4%) lived in one-parent families. Almost half, 46.5%, of children in two-parent families were 0-5 years of age. By comparison, 41.0% of children from one-parent families were 0-5 years of age.

Table 4.6 Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Nova Scotia

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	16,700	2,000q	18,700
	%	89.4	10.6	100.0
18-35 months	No.	16,800	...	18,100
	%	92.7	...	100.0
3-5 years	No.	31,500	4,200	35,800
	%	88.2	11.8	100.0
6-9 years	No.	42,600	5,700	48,300
	%	88.2	11.8	100.0
10-12 years	No.	32,100	4,700	36,800
	%	87.3	12.7	100.0
Total	No.	139,700	17,900	157,500
	%	88.6	11.4	100.0

Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

More than two fifths (43.0%) of families in Nova Scotia with children 0-12 years of age lived in rural areas. Approximately one-third (33.5%) of families with children 0-12 years of age lived in large urban centres and the remaining 23.5% lived in mid-sized urban centres. Table 4.7A presents Nova Scotia data while Table 4.7B represents comparable data on Canada.

Table 4.7A **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Nova Scotia**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	16,400	11,400	3,400	31,200
	%	52.6	36.5	10.9	100.0
Mid-size urban centres (15,000-99,999)	No.	9,700	9,200	2,700q	21,600
	%	44.9	42.6	12.5	100.0
Rural areas (less than 15,000)	No.	17,300	16,300	6,600	40,100
	%	43.1	40.5	16.4	100.0
Total	No.	43,400	36,900	12,700	93,000
	%	46.7	39.7	13.6	100.0

Table 4.7B **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
Total	No.	1,261,100	1,085,500	377,800	2,724,300
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban Nova Scotia. The 40,100 families in rural Nova Scotia included 71,000 children 0-12 years of age (1.8 children per family). The 21,600 families in mid-sized urban areas included 36,600 children 0-12 years of age (1.7 children per family); and in large urban centres the 31,200 families included 49,900 children 0-12 years of age (1.6 children per family).

A higher proportion of children living in rural areas of Nova Scotia were 6-12 years than were children living in urban areas. Of the 71,000 children 0-12 years of age in rural areas, 40,900 (57.6%) were 6-12 years of age. By comparison, 19,000 (52.0%) of children 0-12 years of age in mid-sized urban areas and 25,000 (50.1%) of children in large urban centres were 6-12 years of age. Complementing this trend of higher percentages of older children living in rural areas, a higher percentage of children 0-3 years were living in urban areas. Of the 49,900 children 0-12 years of age who lived in large urban centres, 13,100 (26.3%) were 0-35 months of age, compared with 14,500 (20.4%) of the 71,000 children in rural areas.

Table 4.8 **Number of Children, by Age Groups, Living In Rural and Urban Nova Scotia**

Ages of children		Number of Children Living in			Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	
0-17 months	No.	7,400	4,300	7,000	18,700
	%	39.6	23.0	37.4	100.0
18-35 months	No.	5,700	4,900	7,500	18,100
	%	31.5	27.1	41.4	100.0
3-5 years	No.	11,800	8,400	15,600	35,800
	%	33.0	23.5	43.5	100.0
6-9 years	No.	14,500	11,400	22,300	48,200
	%	30.1	23.6	46.3	100.0
10-12 years	No.	10,600	7,700	18,600	36,900
	%	28.7	20.9	50.4	100.0
Total number of children	No.	49,900	36,600	71,000	157,500
	%	31.7	23.2	45.1	100.0

Special Needs

Tables 4.9 and 4.10 provide information on families in Nova Scotia which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 93,000 families with children 0-12 years of age living in Nova Scotia, 9,000 (9.7%) included at least one child with special needs. Of these families with a special needs child, 3,100 (34.4%) had only one child, and 5,900 (65.6%) included two or more children, as compared with the overall Nova Scotia figures of 46.7% of families with one child and 53.3% with two or more children 0-12 years of age.

Table 4.9 **Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Nova Scotia by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	3,100	40,300	43,400
	%	7.1	92.9	100.0
2 children	No.	4,500	32,400	36,900
	%	12.2	87.8	100.0
3 or more children	No.	...	11,300	12,700
	%	...	89.0	100.0
Total	No.	9,000	84,000	93,000
	%	9.7	90.3	100.0

A total of 10,000 children 0-12 years of age with special needs were living in Nova Scotia. The age distribution of these children is shown in Table 4.10. These 10,000 children comprised 6.4% of the 157,500 children 0-12 years of age living in Nova Scotia. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 4.9% of children in the 3 year age span of 0-35 months of age in Nova Scotia were described as having special needs, compared with 7.9% of children in the older 10-12 age group.

Table 4.10 **Number of Children 0-12 Years of Age With Special Needs In Nova Scotia**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	17,800	18,700
	%	...	95.2	100.0
18-35 months	No.	...	17,200	18,100
	%	...	95.0	100.0
3-5 years	No.	2,800q	33,000	35,800
	%	7.8	92.2	100.0
6-9 years	No.	2,500q	45,800	48,300
	%	5.2	94.8	100.0
10-12 years	No.	2,900q	33,900	36,800
	%	7.9	92.1	100.0
Total number of children	No.	10,000	147,500	157,500
	%	6.4	93.6	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

Table 4.11

Employment Status of Parents With and Without Children 0-5 Years of Age in Canada

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12

**Employment Status of the Interviewed Parent With and Without Children
0-5 Years of Age in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13

**Number of Children by Age and the Employment Status of the
Interviewed Parent in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

2. Nova Scotia

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age.

Both parents were employed in 24,100 (49.5%) of the 48,700 two-parent families which included at least one child 0-5 years of age. By comparison, 2,400 (38.1%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 16,600 (52.0%) of the 31,900 two-parent families and 3,700 (61.7%) of parents were employed in one-parent families.

Table 4.14 **Employment Status of Parents With and Without Children 0-5 Years of Age in Nova Scotia**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	24,100	22,500	2,100q	2,400q	3,900	55,000
	%	43.8	40.9	3.8	4.4	7.2	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	16,600	13,900	...	3,700	2,300q	38,000
	%	43.8	36.6	...	9.8	6.1	100.0
Total	No.	40,700	36,400	3,500	6,100	6,200	93,000
	%	43.8	39.1	3.8	6.6	6.7	100.0

The employment status of the Interviewed Parent (IP) in families in Nova Scotia with children 0-12 years of age, is shown in Table 4.15. Of the total of 93,000 families with children 0-12 years of age in Nova Scotia, 35,600 (38.3%) of IPs were employed full-time, 14,700 (15.8%) were employed part-time, and 42,700 (45.9%) were not employed.

Of the 55,000 families in Nova Scotia with at least one child 0-5 years of age, 20,200 (36.6%) of the IPs were employed full-time and 8,200 (14.9%) were employed part-time. The remaining 26,600 (48.4%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15

**Employment Status of the Interviewed Parent With and Without Children
0-5 Years of Age In Nova Scotia**

Number of families		Employment Status of IP			Total
		Full-time	Part-time	Not Employed	
IP with at least one child 0-5 years of age	No. %	20,200 36.6	8,200 14.9	26,600 48.4	55,000 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	15,500 40.8	6,500 17.0	16,000 42.2	38,000 100.0
Total	No. %	35,600 38.3	14,700 15.8	42,700 45.9	93,000 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 157,500 children 0-12 years of age in Nova Scotia, 55,700 (35.3%) lived in families in which the IP was employed full-time and 25,300 (16.1%) lived in families in which the IP was employed part-time. A further 76,500 (48.6%) lived in families in which the IP was not employed.

There were 36,700 children 0-35 months in Nova Scotia. Of these, 18,200 (49.5%) lived in families in which the IP was employed either full-time (37.2%) or part-time (12.2%). By comparison, of the 36,800 children 10-12 years of age in Nova Scotia, 19,900 (53.9%) lived in families in which the IP was employed either full-time (39.1%) or part-time (14.8%).

Table 4.16

**Number of Children by Age Groups and the Employment Status of the
Interviewed Parent in Nova Scotia**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No. %	6,300 33.8	2,000q 10.8	10,300 55.4	18,600 100.0
18-35 months	No. %	7,400 40.8	2,500q 14.0	8,200 45.2	18,100 100.0
3-5 years	No. %	11,400 31.9	6,500 18.3	17,800 49.9	35,700 100.0
6-9 years	No. %	16,200 33.6	8,800 18.3	23,200 48.1	48,300 100.0
10-12 years	No. %	14,400 39.1	5,500 14.8	17,000 46.1	36,800 100.0
Total	No. %	55,700 35.3	25,300 16.1	76,500 48.6	157,500 100.0

Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Nova Scotia) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

Table 4.17A

Distribution of Families in Nova Scotia Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	21,200	22.8	22.8
\$20,001-\$30,000	19,400	20.9	43.7
\$30,001-\$40,000	19,200	20.6	64.3
\$40,001-\$50,000	15,600	16.7	81.0
\$50,001-\$60,000	7,300	7.8	88.8
More than \$60,000	10,300	11.1	100.0
Total	93,000	100.0	

Table 4.17B

Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

III. Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care" while the IP was working or studying). Within subsection A ("all care used for more than one hour regardless of purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Nova Scotia data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week

Number of Child Care Arrangements

1. Canada

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18 Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada¹

		Number of Supplemental Care Arrangements			
		Care by IP only. No supplemental care reported	1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
Total	No.	1,578,500	1,770,000	1,310,000	4,658,500
	%	33.9	38.0	28.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Nova Scotia

Of the 157,500 children 0-12 years of age in Nova Scotia 57,800 (36.7%) had no reported supplemental child care arrangements, and 99,700 (63.3%) were involved in one or more child care arrangements.

For Nova Scotia children 6-12 years of age, 46,000 (54.1%) were in one or more child care arrangements (excluding school). Of these, 18,900 (41.1%) had two or more arrangements.

For children 0-5 years of age, 18,700 (25.8%) had no reported supplemental care. Of the 53,900 children 0-5 years of age who were in one or more supplemental child care arrangements, 22,700 (42.1%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 18,700 children in this age group, 4,000 (21.4%) were in more than one child care arrangement. By comparison, 4,900 (26.9%) children 18-35 months of age and 13,800 (38.5%) children 3-5 years of age were in more than one child care arrangement.

Children 3-5 years of age in Nova Scotia participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (79.6%) of children in this age group were involved in at least one supplemental care arrangement, compared with 62.4% of children 0-17 months of age, 75.6% of children 18-35 months of age, 56.1% of children 6-9 years of age, and 51.4% of children 10-12 years of age. Approximately two fifths (41.1%) of children 3-5 years of age were in one form of supplemental child care, and 38.5% were involved in two or more care arrangements.

Table 4.19 **Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Nova Scotia¹**

		Number of Supplemental Care Arrangements			
		No supplemental care	1	2 or more	Total
0-17 months	No.	7,000	7,600	4,000 ^q	18,700
	%	37.6	40.9	21.4	100.0
18-35 months	No.	4,400	8,800	4,900	18,100
	%	24.4	48.7	26.9	100.0
3-5 years	No.	7,300	14,700	13,800	35,800
	%	20.4	41.4	38.5	100.0
6-9 years	No.	21,200	16,200	10,900	48,300
	%	43.9	33.6	22.5	100.0
10-12 years	No.	17,900	10,900	8,000	36,800
	%	48.6	29.7	21.6	100.0
Total	No.	57,800	58,300	41,400	157,500
	%	36.7	37.0	26.3	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 99,700 Nova Scotia children (63.3%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 45,200 (45.2%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 5,800 (12.8%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 11.9% of children 10-12 years of age and 22.3% of children 6-9 years of age were reported in paid care arrangements.

By contrast children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost half (45.7%) of 18-35 month old children, 43.7% of 3-5 year old children, and 32.9% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20 **Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Nova Scotia¹**

		Number of Paid Child Care Arrangements			
		No paid arrangements	1	2 or more	Total
0-17 months	No.	12,500	5,800	...	18,700
	%	67.1	31.3	...	100.0
18-35 months	No.	9,800	7,300	...	18,100
	%	54.3	40.2	...	100.0
3-5 years	No.	20,100	12,500	3,100q	35,800
	%	56.3	35.1	8.6	100.0
6-9 years	No.	37,500	9,600	...	48,300
	%	77.7	19.9	...	100.0
10-12 years	No.	32,400	4,100	...	36,800
	%	88.1	11.2	...	100.0
Total	No.	112,400	39,400	5,800	157,500
	%	71.3	25.0	3.7	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Hours in Child Care

1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,900 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (44.8%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

Table 4.21

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Nova Scotia

Of the 157,500 children 0-12 years of age living in Nova Scotia, 99,700 (63.3%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 22.3 hours per week in care. As indicated on Table 4.22, a total of 45,200 (45.3%) of these children 0-12 years of age spent an average of 18.8 hours per week in paid care arrangements.

Children 0-5 years of age in Nova Scotia spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 29.9 hours per week in care arrangements and those in paid arrangements averaged 27.3 hours per week in

paid supplemental care. Children 3-5 years of age averaged 28.0 hours per week in care, with those in paid care averaging 19.6 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 26.3 hours per week. Those in paid care averaged 25.5 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 16.3 hours per week in care and those in paid care averaged 11.1 hours per week. Children 10-12 years of age averaged 14.5 hours per week in supplemental child care arrangements. Those in paid care averaged 9.6 hours per week.

Table 4.22

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Nova Scotia¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	11,600 26.3 hours/week	6,100 25.5 hours/week
18-35 months	13,700 29.9 hours/week	8,300 27.3 hours/week
3-5 years	28,500 28.0 hours/week	15,600 19.6 hours/week
6-9 years	27,100 16.3 hours/week	10,800 11.1 hours/week
10-12 years	18,900 14.5 hours/week	4,400 9.6 hours/week
Total/Average	99,700 22.3 hours/week	45,200 18.8 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23

Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	56,000	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" (self-care) for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

2. Nova Scotia

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 157,500 children living in Nova Scotia, 78,000 (49.5%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 16,800 children 0-35 months of age in Nova Scotia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: a relative either in or out of the child's home (27.4%) and the IP's spouse at home or work (21.9%).

There were 17,100 children 3-5 years of age in Nova Scotia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (24.9%) and a relative either in or out of the child's home (14.8%).

There were 44,200 children 6-12 years of age in Nova Scotia who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: the IP's spouse at home or work (28.9%), self or sibling care (16.3%), and a relative either in or out of the child's home (16.3%).

Table 4.24

Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Nova Scotia

Care Category	Child Age					
	0-35 Months		3-5 Years		6-12 Years	
	No.	%	No.	%	No.	%
I. IP at Work	...	...	...	...	3,700q	8.5
II. Spouse at Home/Work	3,700q	21.9	4,300	24.9	12,800	28.9
III. Self/Sibling	...	...	...	...	7,200	16.3
IV. Relative in/out of Child's Home	4,600	27.4	2,500q	14.8	7,200	16.3
V. Non-Relative/Child's Home	2,500q	15.1	2,200q	13.0	2,800q	6.3
VI. Family Day Care (Licensed/Unlicensed)	3,400q	20.3	2,100q	12.4	3,900q	8.9
VII. Nursery/Kindergarten	...	...	2,300q	13.3	...	...
VIII. Regulated Group Care	...	...	...	...	...	...
IX. No Arrangement	...	...	...	...	5,600	12.7
Total	16,800	100.0	17,100	100.0	44,200	100.0

Legend:

- | | |
|--|---|
| I: Care by IP at work (1) | V: Care by Non-relative in child's home (8) |
| II: Care by Spouse at home (2) | VI: Unlicensed family day care (9) |
| Care by Spouse at work (3) | Licensed family day care (10) |
| III: Care by Sibling (4) | VII: Nursery School (11) |
| Care by Self (5) | Kindergarten (12) |
| IV: Care by Relative in child's home (6) | VIII: Day Care Centre (13) |
| Care by Relative not in child's home (7) | Before/After School Care (14) |

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Nova Scotia represents an introduction to the study. More detailed information on Nova Scotia and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

Chapter 5

ADDENDUM: CHILD CARE IN NOVA SCOTIA, 1988-1990

Although the traditional problems of day care in Nova Scotia -- accessibility, affordability, comprehensiveness, and quality -- remained unresolved as 1989 began, the provincial focus during 1989-1990 was on day care salaries. Increased attrition of day care workers, growing dissatisfaction among day care workers, decreased applications to day care training programs, and a growing lack of qualified applications for day care positions focused attention on the low level of salaries paid to day care staff.

1989 began with the expectation that a federal day care bill to replace C-144, the day care bill that had died on the order table when the election was called in September 1988, would soon be introduced. Although the day care community had been divided over many items in the provincial plan for day care announced in June 1988, which had been contingent on the passage of C-144, nevertheless expectations had been raised. Since new federal legislation seemed imminent, the provincial government and activists in the field both awaited the introduction of new federal legislation.

However, it became apparent that the federal government was unlikely to address the day care problem "before the end of this mandate" (Irwin, 1990, April, pp. 4-6). Day care activists, inspired by the Manitoba example, began to organize a one-day walkout. The Minister of Community Services invited a five-member group from CAANS (Child Care Advocacy Association of Nova Scotia) to recommend a salary scale by early December, in time for inclusion in the budgeting process for 1990-91. The briefing document, prepared by the group, made three main recommendations:

- that a \$5000 salary enhancement grant be provided which would raise day care salaries to an average of \$18,000 by April 1990. A minimum \$18,000 salary would assure rough comparability with transition house child care workers and early intervention workers, occupations with similar qualifications and duties which are also funded through Canada Assistance Plan cost-sharing arrangements;
- that the salary enhancement grant apply to all non-profit day care staff, not merely to those working in centres receiving parental fee subsidies;
- that the minister call upon CAANS for further consultation regarding training standards, training requirements and other issues related to salary scales.

While the government was developing its 1990-91 budget, one of the three unionized day care centres in the province reached an impasse over 1989 salaries. Following unsuccessful conciliation talks, North End Day Care announced that a strike would commence early in March 1990. Furthermore, the strike actions would involve parents and board as well as staff since all three groups felt that the solution rested with the provincial government, not with the non-profit board. In a parallel fashion, day care workers in other non-profit centres continued preparations for a one-day walkout in protest over the delay in salary enhancement grants.

On March 5, 1990 the North End Day Care strike began. Starting on Day 1 of the strike, day care workers from other Halifax and Dartmouth non-profit centres filled the legislative gallery and primed opposition members with questions to bring attention to the salary issue. On Thursday, March 8 (International Women's Day), 80% of the non-profit centres were closed for one day. Media coverage was intense and focused on the parental and community support for improving the wages of day care workers. Late that day, the Minister of Community Services announced an emergency grant for the North End Day Care Centre's 1989 salary shortfall and explained that a provincial initiative would be forthcoming within two weeks. On Friday, March 9, day care centres were again open. On March 20 the minister announced a salary grant to raise the average non-profit day care worker's salary by \$5,000 within two years and also announced the creation of a Round Table on Day Care. The Round Table, to be chaired by the chairperson of the Nova Scotia Advisory Council on the Status of Women and to include representatives of the non-profit and private sectors, was given terms of reference that included a formula for the previously announced salary grants, a review of day care legislation, training, certification, salary scales, public education, and possible salary grants for the private sector.

The Round Table started its deliberations in June 1990 and was involved in public hearings in September 1990 throughout the province. These hearings, chaired by the Minister of Community Services, provided substantial documentation and oral testimony of public concern regarding such issues as salaries and working conditions, subsidized spaces, cost to parents, special needs and infant day care, training standards, and training opportunities in day care. The Round Table provided a preliminary report to the minister in October 1990 and must complete its work by April 1991.

A trend toward increased development of workplace day care centres is evident in the province (most notably attached to hospitals); however, this variation of day care does not address the issues of either affordability or staff salaries.

The salary enhancement grant, announced in March 1990 and now in its first stage of implementation, has increased salaries by approximately \$2,000 per employee in non-profit centres with subsidized spaces. The funding formula is also intended to improve the salaries of employees in other non-profit centres, including those without subsidized spaces.

As of October 1990 Nova Scotia day care continues to be characterized by large and growing waiting lists for subsidized spaces; by spotty geographical coverage in the province; by a user-fee funding base that tends to make day care unaffordable while keeping salaries very low; by low cut-off points for subsidy eligibility; by an almost total absence of flexible care options; and by extremely limited infant/toddler, special needs, and rural care. The broad day care community awaits the recommendations of the Round Table and their implementation by the provincial government.

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

NEWFOUNDLAND REPORT

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...	Amount too small to be expressed
- -	Figures not available
—	Nil or zero
q	Estimate is subject to high sampling variability and should be used with caution
N/A	Information not available or not applicable

Note: Due to rounding discrepancies may appear between totals and data presented in table form.



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Chapter 1

A SOCIO-GEOGRAPHIC OVERVIEW OF NEWFOUNDLAND

Newfoundland, one of Canada's four Atlantic provinces, entered Confederation on March 31, 1949, to become Canada's tenth province. Although her forty-one years of membership in the Canadian Confederation appear relatively brief, the history of European settlement in Newfoundland dates back many centuries. The first settlers were Vikings who landed in L'Anse aux Meadows. Later, in 1497, John Cabot led the exploration of the rich Grand Bank fishing grounds off the coast. European possession of Newfoundland was finally formalized by Sir Humphrey Gilbert who claimed the territory as England's first overseas possession in 1583.

Geographically, Newfoundland is Canada's eastern-most locale and actually has its own time zone (Newfoundland Standard Time is one half-hour ahead of Atlantic Time). Ranking seventh in size among the ten provinces, it is the largest of the four Atlantic provinces. Newfoundland has a land area of 405,720 square km. This area includes the island portion of the province and Labrador, which borders the province of Quebec. The coastline of the island is 13,676 km long, and the coast of Labrador covers an additional 15,286 km (*World Book Encyclopedia*, 1989, p. 366).

The population of 568,349, based on 1986 Canadian Census figures, ranks Newfoundland ninth among the ten provinces, with only Prince Edward Island containing fewer people. The distribution of people throughout the province is uneven, with 40% of the population living on the Avalon Peninsula and 90% of the population living within 50 km of the coastline of the island of Newfoundland or coastal Labrador (*World Book Encyclopedia*, 1989, p. 368). Statistics Canada recognizes St. John's, Newfoundland's capital and largest city, as the centre of the province's only "Census Metropolitan Area." Newfoundland has only three established cities: St. John's and Mount Pearl, which border each other, and Corner Brook, located in the western part of the province. It is estimated that 30% of all Newfoundlanders live in communities with less than 1,000 persons and that 70% of the children attend schools with enrolments of less than 300 (*World Book Encyclopedia*, 1989, p. 368). Nearly all Newfoundlanders can trace their ancestry to British, Irish, or French descent. Ninety-eight percent of the present population were born in Newfoundland or another section of Canada, with the remaining 2% being born mainly in the United States or Great Britain (Statistics Canada, Cat. No. 11-001E, 1987, December 3, pp. 3-9). A small percentage of Newfoundland's total population is aboriginal. The Beothuks, the only indigenous people of Newfoundland, are now extinct. There are a few thousand Inuit and North American Indians, mostly Naskapi-Montagnais who live mainly in Labrador, and Micmac, who live mainly in the Conne River region on the island.

The Economic Base of Newfoundland

The economy of Newfoundland is heavily dependent on employment that is directly and indirectly related to various natural resources, namely the fishery, forestry, and mining industries. Recently, off-shore oil exploration and development (e.g., Hibernia) and hydroelectric development (e.g., Churchill Falls) have presented opportunities to expand the renewable and nonrenewable resource base of the provincial economy.

The 1989 Gross Domestic Product statistics indicate that Newfoundland had a total GDP at factor cost of \$2.327 billion for goods producing industries and \$5.083 billion for the production of services. Transfer payments and other federal government benefits make up a large portion of the part of the economy which is not resource based.

The resource exploited for the longest period of time (over 400 years) has been the fishery. Initially it was the abundance of codfish which brought Europeans to fish off the coast of Newfoundland and settle along its coastline. From these settlements a thriving "in-shore fishing" economy developed. In-shore fishing is dependent upon the ability of those in the fishing industry to harvest fish within close proximity of the shoreline. In recent years the in-shore fishery has been devastated by the tremendous harvesting of all species of fish by off-shore trawlers and fish-processing ships, both inside and outside of Canada's 200-mile limit. Employment in many rural communities along the coast of Newfoundland is virtually dependent on the catching and processing of fish. In 1986 the province had 13,500 full-time licensed fishermen who took in 500,000 metric tonnes of fish with a landed value of \$206 million and a processed value of \$730 million (*The Canadian Encyclopedia*, 1988, p. 1487). Despite the emergence of new export markets worldwide, 76% of the province's total fish export in 1986 went to the United States (*The Canadian Encyclopedia*, 1988, 1487).

In 1984, with many fishing companies facing being forced into receivership by the banks due to huge debts incurred during a period of weakening export markets, overproduction, and overexpansion, the federal and provincial governments created Fisheries Products International (FPI). This company, created through the amalgamation of many of the troubled fishing companies, was formed with the intention of restructuring the entire fishing industry. In 1987, the company was returned to the private sector, with FPI being listed on the Toronto Stock Exchange (*The Canadian Encyclopedia*, 1988, p. 1487).

The main use of the trees from the forest is for the production of newsprint. Mills in Corner Brook, Stephenville, and Grand Falls accounted for 100% of the provincial forest output in 1986, which was valued at \$464 million. In 1986 there were almost 5,000 people employed in the pulp and paper industry, logging, wood manufacturing, and sawmill operations. The market for newsprint, which has become increasingly competitive, has caused a condition of "seasonal layoffs" which is quite similar to the situation in the fishery. This situation is directly linked with the reliance, albeit undesired, on the unemployment insurance system to maintain a basic standard of living.

In 1986 the mining industry employed around 3,400 people, with 90% of mineral production coming from the neighbouring communities of Labrador City and Wabush. Iron ore is the main export from these mines located in Western Labrador. Recently, mines in Buchans, Baie Verte, and St. Lawrence have all closed, due mainly to the unprofitability of mining their various resources. The economies of these three communities were dependent upon the operation of these mines and, to date, no new industry has served as a source of employment in these communities.

Agriculture is only a minor part of the province's economy, with only 0.5% of the GDP coming from employment related to the agriculture sector. While climate and geography play a major role in any agricultural venture, only 0.01% of the province's total land area is utilized for agricultural purposes.

The main component of the GDP in Newfoundland, nearly 23%, is to be found in the area of community, business, and social services (*The Canadian Encyclopedia*, 1989, 1485-1487). The government, both federal and provincial, are employers of a large percentage of the personnel in this sector of the economy. It is hoped that the recent developments directly and indirectly relating to the Hibernia project will expand the economic base and positively influence the economy of Newfoundland.

Population Characteristics

General Population Statistics

The total population of Newfoundland and Labrador has been increasing at various rates of change over the past 20 years. From 1966 to 1971 there was a population increase of nearly 30,000 persons, resulting in a percentage increase of 5.8% in 1971. For the five-year period of 1981-1986 the total population increase was less than 1,000 persons, for a percentage increase of only 0.1%. It should be noted that beginning in 1982 Canada had fallen into a severe recession which struck Newfoundland quite hard and resulted in a great outflow of individuals and families from the province in search of employment (Newfoundland Statistics Agency, 1989, p. 17).

Table 1.1

Total Population, by Sex and Percentage Increase Newfoundland and Labrador, 1966-1986¹

Year	Total Population	Male	Female	% Increase in Total Population (Over a 5 year period)
1966	493,400	252,100	241,300	7.8
1971	522,100	266,100	256,000	5.8
1976	557,700	283,400	274,300	6.8
1981	567,700	285,700	282,000	1.8
1986	568,400	284,400	284,000	0.1

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966 to 2006*.

In 1989 the Newfoundland Statistics Agency projected population trends in Newfoundland and Labrador for the next 20-year period. The agency projected that while the total population is not expected to grow substantially over the next 20 years, "substantial changes in the age structure of the province" can be expected (Newfoundland Statistics Agency, 1989, p. 19).

There has been a considerable shift in the basic population structure of Newfoundland and Labrador over the past 20 years. The largest component of the total population in 1966 was the under-20 age group. However, this group actually declined in absolute numbers by 1986, especially those aged 0-14 years of age (Newfoundland Statistics Agency, 1989, p. 18).

The preschool-age segment of the population, those age 0-4 years old, increased steadily until 1966. Since that year this age group has steadily declined in absolute numbers. In 1951 there were 58,831 children from 0-4 years of age; 63,374 in 1956; 67,695 in 1961; 68,545 in 1966; 61,665 in 1971; 57,795 in 1976; 49,135 in 1981; and 43,300 in 1986 (Statistics Canada, Cat. No. 93-106, 1987, pp. 1-2). Table 1.2 indicates the June 1, 1986 census figures for selected age and sex groups as components of the total population (Newfoundland Statistics Agency, 1989, p. 59).

Table 1.2 **Selected Population by Sex and Age Group Census, Newfoundland**
June 1, 1986 (000's)¹

Age	Male	Female	Total
0-4	22,000	21,3	43,300
5-9	24,500	23,6	48,000
10-14	28,600	26,9	55,500
15-24	55,200	54,2	109,400
25-34	46,900	48,7	95,600
35-44	38,900	38,3	77,200
45-54	24,800	23,6	48,400
55-64	20,600	20,3	41,000
65-74	15,200	16,7	31,900
75-84	6,200	8,0	14,200
85+	1,300	2,5	3,800
Total Population	284,400	284,000	568,400

Source: Statistics Canada. (1987). *The Nation: Age, Sex and Marital Status*. (Cat. No. 93-101).

As of June, 1982 there were 43 government approved or licensed early childhood centres with a registration of 1,773 children. This represented 3.6% of the "under-5" population group of 49,140. Not one of the province's ten census district areas reported more than 5% of the total under-5 age group registered at one of the government licensed centres. Three of these census district areas, with a total under-5 population of 7,620 in 1982, had no government licensed child care centres located in their districts (Newfoundland, 1983, pp. 16-17).

The 1951 Canadian Census, the first to include the Province of Newfoundland and Labrador, indicated a large rural component of the total population. Of the 361,416 persons living in Newfoundland and Labrador in 1951, 206,621 were considered to reside in rural areas. The total urban population of 154,795 were to be found in incorporated cities, towns, and villages of 1,000 to 30,000 persons (Statistics Canada, 1951, p. 5-1).

Table 1.3

Distribution of Urban and Rural Population, Newfoundland and Labrador. Census Years, 1961-1986

	Urban	Rural	Total
1961	232,020	225,833	457,853
%	50.7	49.3	100.0
1966	266,689	226,707	493,396
%	54.1	45.9	100.0
1971	298,800	223,305	522,105
%	57.2	42.8	100.0
1976	328,270	229,455	557,725
%	58.9	41.1	100.0
1981	332,895	234,786	567,681
%	58.6	41.4	100.0
1986	334,732	233,617	568,349
%	58.9	41.1	100.0

Sources: *Statistics Canada. (1961). Census of Canada.*
Statistics Canada. (1966). Census of Canada.
Statistics Canada. (1971). Census of Canada.
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Statistics Canada. (1981). Census of Canada.
Statistics Canada. (1986). Census of Canada.

According to *The Daily*, a Statistics Canada publication, 25% of all Canadians in 1986 reported ethnic origins other than British or French. Newfoundland had the lowest percentage of residents with ethnic origins other than British or French, with only 2% of the population being of non-British/non-French origin. Of the 564,000 persons in Newfoundland and Labrador in 1986, 470,280 persons considered themselves as having a single ethnic origin as opposed to multiple origins with parents from two distinct ethnic backgrounds. Of the 470,280 persons in Newfoundland and Labrador having single ethnic origins, 449,760 reported that they were of British descent (i.e., English, Irish, Scottish, and Welsh descent). Persons reporting that they were of French descent totaled 11,315. The next largest segment of the group with a single ethnic origin were the aboriginal peoples of the province, whose number totaled 3,825 (Statistics Canada, Cat. No. 11-001E, December 1987, pp. 3-9).

Migration has had the greatest impact on the total population in the province of Newfoundland and Labrador, especially migration of persons out of the province. Since 1961 there have only been four years (1971, 1974, 1975, and 1982) in which "in-migration" was higher than "out-migration." Since 1971 the birth rate has declined, the death rate has remained fairly stable, and the net migration out of the province has increased, resulting in a dramatic slowing of the total population increase in the province (Newfoundland Statistics Agency, 1989, p. 13).

Table 1.4 **Components of Population Change Per Year, Newfoundland and Labrador, 1961-1986**

Period	Births	Natural Deaths	Increase	Residual Net Migration ¹	Total Increase
1961-66	15,100	3,100	11,900	-4,800	7,100
1966-71	13,000	3,100	9,800	-4,100	5,700
1971-76	12,100	3,300	8,800	-1,700	7,100
1976-81	10,600	3,200	7,400	-5,400	2,000
1981-86	8,900	3,500	5,400	-5,300	100

¹ *Residual Net Migration = change from Census to Census less natural increase.*

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966-2006*.

The fertility rate (the number of children that a woman might have in her lifetime) is a crucial statistic when attempting to determine population projections for child care purposes. According to the Newfoundland Statistics Agency of the Executive Council, the fertility rate has been in steady decline in Newfoundland since 1966. The fertility rate was 4.6 in 1966 and declined to 1.67 in 1986. From a point of being above the national average in 1966, the fertility rate in Newfoundland has dropped to slightly below the national average in 1986 (Newfoundland Statistics Agency, 1989, p.11).

The Newfoundland Statistics Agency utilized three different fertility assumptions in making population projections for the period 1986-2006. The first assumption was that the fertility rate would drop to 1.0 by 1996 and remain constant for the remainder of the projection period. The second assumption was that the fertility rate would drop from 1.67 in 1986 to 1.4 in 1996 and remain constant for the remainder of the projection period. The third assumption was that the fertility rate would remain constant for the period from 1986 to 2006. Table 1.5 provides the statistics for these three assumption scenarios, taking into account only one mortality projection. The life expectancy in 1986 for males in the province was 72.7 and 79.4 for females. The male life expectancy was projected to rise to 75.2 in 1996 and 76.5 in 2006; the female life expectancy was projected to rise to 81.9 in 1996 and 83.2 in 2006 (Newfoundland Statistics Agency, 1989, pp. 12-14).

Table 1.5

Total Fertility Rate and Net Migration Assumptions for the Optimistic, Most Likely and Low Population Projections, Newfoundland and Labrador, 1986-2006

Projection Label	Total Fertility Rate ¹			Net Migration ²		
	1986	1996	2006	1986	1996	2006
Optimistic	1.67	1.67	1.67	-4,900	-2,000	-2,000
Most Likely	1.67	1.40	1.40	-4,900	-2,000	-2,000
Low	1.67	1.00	1.00	-4,900	-4,000	-4,000

¹ The total fertility rate is the expected number of children that a woman will bear in her lifetime and is calculated by summing the age specific birth rates over all of the age groups within the child bearing years at a point in time. In this projection model the total fertility rate is combined with the mean (or average) and modal age of child birth (age of the mother at childbirth where the most births occur) producing birth rates for each female age group. These age specific birth rates are multiplied by the female population in each of the age groups, yielding the number of births for each of the years in the projection period.

² Expressed in number of individuals.

Note: Mortality is not listed as there is only one mortality assumption.

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966-2006*.

Labour Force Trends

The Census of Canada reported that in 1951 there were 89,384 males in the work force in the province of Newfoundland and 17,027 females. Ten years later in 1961 Census figures showed a 1% decrease in the number of males working and a 39% increase in the number of women in the work force.

The population of persons old enough to participate in the labour force, traditionally those 15 years and over, increased by approximately 130,000 persons between 1966 and 1986. This total increase in the labour force of 45% can be broken down to show a 10% growth from 1966 to 1971 and from 1971 to 1976, with a slowing rate since then (Newfoundland Statistics Agency, 1989, p. 29).

Table 1.6 indicates the breakdown in absolute numbers and split population samples of males and females in the 15-and-over age group (Newfoundland Statistics Agency, 1989, p. 29).

Table 1.6

Population (15 Years and Over) by Sex and Total Population with Percentage Changes, Newfoundland & Labrador, 1966-1986

Year	Male	Female	Total Population	% Change in Total Population
1966	150,500	143,800	294,300	10.5
1971	166,800	160,800	327,500	11.3
1976	187,200	182,800	370,000	13.0
1981	200,000	200,400	400,300	8.2
1986	209,200	212,300	421,500	5.3

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966-2006*.

The Newfoundland Statistics Agency (NSA) prepared projections for the growth of the labour force population for the years 1986 to 2006. The NSA projects that while there should be continued growth in the size of the labour force population, there will be a basic shift in the structure of the various groups which comprise this total group. The segment comprised of persons age 15-24 is expected to decline in absolute numbers while the segment of persons 25-54 and 55+ will increase. Tables 1.7, 1.8, and 1.9 provide the total population and population by sex for the 15-24 years segment, the 25-54 years segment, and the 55+ years segment respectively (Newfoundland Statistics Agency, 1989, pp.32-36).

Table 1.7 **Population (15-24 Years Age Group) by Sex and Total Population with Percentage Changes for Newfoundland & Labrador, 1966-1986**

Year	Male	Female	Total Population	% Change in Total Population
1966	44,900	45,400	90,300	21.9
1971	52,200	52,100	104,200	15.4
1976	58,100	56,800	114,900	10.3
1981	57,100	57,000	114,100	-0.7
1986	55,200	54,200	109,400	-4.1

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966 to 2006*.

Table 1.8 **Population (25-54 Years Age Group) by Sex and Total Population with Percentage Population Changes for Newfoundland and Labrador, 1966-1986**

Year	Male	Female	Total Population	% Change in Total Population
1966	76,300	69,900	146,200	4.0
1971	80,900	75,500	156,400	7.0
1976	91,900	87,600	179,500	14.8
1981	102,200	99,800	202,000	12.5
1986	110,600	110,600	221,200	9.5

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966 to 2006*.

Table 1.9 **Population (55 and Over Age Group) by Sex and Total Population with Percentage Changes for Newfoundland and Labrador, 1966-1986**

Year	Male	Female	Total Population	% Change in Total Population
1966	29,400	28,500	57,800	12.0
1971	33,700	33,200	66,900	15.7
1976	37,100	38,400	75,600	13.0
1981	40,800	43,500	84,300	11.5
1986	43,400	47,600	90,900	7.8

Source: Newfoundland Statistics Agency. (1989). *Population Trends in Newfoundland and Labrador, 1966 to 2006*.

For the years 1951, 1961, 1971, 1981, and 1986, Statistics Canada provided a report entitled *Dimensions* which listed the trends in the labour force for various industries in terms of the number of males and females employed in each sector. Newfoundland saw an increase in the "experienced labour force" for certain industries and a decrease in others. No sector of industry showed a decrease in the number of women employed (Statistics Canada, Cat. No. 93-152, 1988, p. 1-1).

The agricultural labour force totaled 3,507 persons in 1951 with all but 117 being male. For the next 20 years, employment in this sector was in steady decline. This decline has been slightly reversed since 1971 due to a two-fold increase in the number of women employed in the sector (Statistics Canada, Cat. No. 93-152, 1988, p. 1-1).

From a total of 10,532 in 1951, the forestry industry labour force shrank to 6,891 persons in 1961, dropped dramatically to 2,505 in 1971, and then increased to 3,920 in 1981 and 4,020 in 1986. Between 1971 and 1981 women comprised only 1% of this work force. By 1981 their numbers had increased to 7%, the highest percentage to date (Statistics Canada, Cat. No. 93-152, 1988, p. 1-1).

The fishing and trapping industry labour force was 18,420 persons in 1951. This figure fell to 8,389 in 1961 and fell again in 1971 to 6,810. The number increased to 9,895 in 1981 and again in 1986 to 10,980. The number of women employed in the industry remained relatively low throughout 1986, providing 1% of the work force in 1971, 3% in 1981, and 9% in 1986 (Statistics Canada, Cat. No. 93-152, 1988).

The mining industry saw an increase in the total number of persons in the labour force from 1951 to 1981, with the absolute numbers rising from 3,652 to 6,615. By 1986 these numbers had declined to an absolute total of 4,325 persons. At no time did women make up more than 8% of the work force in this sector (Statistics Canada, Cat. No. 93-152, 1988).

The total number of persons working in manufacturing expanded rapidly between 1951 and 1986. This was especially true for women. In 1951, of the 13,842 persons employed in this sector, only 1,459 were women. By 1986, of the 35,700 persons employed in this sector, 12,365 were women (Statistics Canada, Cat. No. 93-152, 1988).

The sector entitled "community, business, and personal service industries" employs the largest number of persons in the province and is the only sector where women outnumber men. This sector has consistently employed more women than men in each of the years reported by Statistics Canada. In 1986, of the 68,600 persons employed in this sector, 42,825 were women (Statistics Canada, Cat. No. 93-152, 1988).

For the period from 1976 to 1986 the province of Newfoundland led all other provinces in the dubious distinction of having the highest unemployment figures in Canada. This includes unemployment figures for men, women, those 15-24 years of age, and men and women over the age of 25. Statistics Canada figures for 1976 estimate that of Newfoundland's 366,000 persons age 15 and older, 185,000 were considered "inactive participants." These were people unable or unwilling to seek employment. Of the 181,000 "active participants" in the labour force, only 157,000 were employed, with 24,000 unemployed and actively seeking employment. This contributes to an unemployment rate of 13.3% and a "participation rate" of 49.4%. The first figure is well above the Canadian average unemployment rate of 7.1%, and the second figure is well below the Canadian average participation rate of 61.1%. Table 1.10 provides the statistical breakdown for the various age and sex groups for employment and unemployment in 1976 (Statistics Canada, Cat. No. 71-529, 1984).

Table 1.10 **Estimates of Age and Sex for Employment and Unemployment, 1976**

	Total Population by Age	Labour Force			Not in the Labour Force	Participation Rate %	Unemployment Rate %
		Total	Employed	Unemployed			
Total							
15 years +	366,000	181,000	157,000	24,000	186,000	49.4	13.3
Males	185,000	123,000	107,000	16,000	62,000	66.6	13.2
Females	181,000	58,000	50,000	8,000	124,000	31.8	13.5
Total 15-24 years old	114,000	56,000	44,000	12,000	58,000	49.2	20.9
Total 25 years +	252,000	125,000	112,000	12,000	128,000	49.4	9.9
Men	128,000	91,000	82,000	9,000	37,000	71.4	9.4
Women	125,000	34,000	30,000	4,000	91,000	27.0	11.1

Source: Statistics Canada. (1984). *Labour Force Annual Averages, 1975-1983*. (Cat. No. 71-529).

In 1986 the total population 15 years and older grew to 416,000 persons. The employment participation rate increased over this ten-year period, with 53.3% of the total population for this age group actively participating in the labour force. Of the 221,000 in the labour force, 179,000 were employed, leaving 42,000 without work. This resulted in an unemployment rate of 19.2%. Table 1.11 provides the statistical data by age, sex, employment and unemployment for 1986 (Statistics Canada, 1989, Cat. No. 71-529, p. 73).

Table 1.11 **Estimates of Age and Sex For Employment and Unemployment for the Year 1986**

	Total Population 15 Years and Older	Labour Force Population Active			Not in the Labour Force	Participation Rate %	Unemployment Rate %
		Total	Employed	Unemployed	Inactive		
Both Sexes	416,000	221,000	179,000	42,000	194,000	53.3	19.2
Males							
15-24 Years	55,000	27,000	18,000	9,000	28,000	48.9	33.4
Males 25 and over	151,000	105,000	89,000	16,000	47,000	69.2	15.0
Females							
15-24 Years	54,000	24,000	17,000	6,000	30,000	44.1	26.9
Females 25 and over	156,000	66,000	55,000	12,000	90,000	42.5	17.4

Source: Statistics Canada (1989). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

A Statistics Canada labour force survey entitled *Women in the Workplace* collected statistics for the 1984-85 period to determine the number of women who had children and were also working full or part-time. The sample age group for the women was 15 years of age or older, and the breakdown for the age of the children was 6-15 years, 3-5 years, and under 3 years of age. Findings for this two-year period were exactly the same for the 1984 and 1985 survey (Statistics Canada, *Women in the Workplace*, 1987, p. 64).

Of the women whose youngest child was between the ages of 6 and 15, 18,000 were working (14,000 full-time and 4,000 part-time). Of the women whose youngest child was between the ages of three to five, 6,000 were working (5,000 full-time and 1,000 part-time). Of the women whose youngest child was under 3 years of age, 6,000 were working (5,000 full-time and 1,000 part-time) (Statistics Canada, *Women in the Workplace*, 1987, p. 64). It should be noted that during this period there were no government licensing regulations regarding the care of children under two years of age. Children up to the age of two had to be cared for in a situation that was outside of the regulations and standards set up by the Day Care and Homemaker Services Division of the Department of Social Services.

Statistics Canada considers "full-time employment" as work consisting of either more than 30 hours a week at a particular job or a job in which the person might work less than 30 total hours but still be considered employed on a full-time basis, as in the case of an airline pilot. "Part-time employment" is considered to be less than 30 hours of work a week or work which is specifically designated as being of a part-time nature, as in the case of a substitute teacher.

Table 1.12 illustrates the breakdown for the periods 1976 and 1986 in terms of full and part-time employment for various male and female age segments of the total population.

Table 1.12 Full and Part-Time Employment for Newfoundland and Labrador, 1976-1988

	Total	Full-time	Part-time	Males		Females	
				Full-time	Part-time	Full-time	Part-time
1976	157,000	147,000	10,000	104,000	3,000	43,000	7,000
1986	179,000	160,000	19,000	102,000	5,000	58,000	14,000
1988	193,000	172,000	21,000	107,000	6,000	64,000	15,000

Source: Statistics Canada. (1988). *Labour Force Annual Averages, 1981-1988*. (Cat. No. 71-529).

The 1951 Canadian Census, the first to include the province of Newfoundland, collected statistics for the number of wage-earners and their average earnings. Those statistics revealed figures which were significantly different from the Canadian averages. Canada as a whole had nearly three times as many males earning wages as females in 1951. Newfoundland's average was more than four male workers for every female worker. The median salary for women across Canada in 1951 was \$1,221, or 57% of the males' median salary (\$2,127). In Newfoundland a woman earned only 44% of what a male earned, with a comparative salary median of \$587 for women and \$1,342 for men. By 1961 over 30% of the wage earners in Canada were female. However, in Newfoundland only 28% of wage earners were women. The median salary for women improved only slightly, with a woman earning 47% of the median salary earned by men. The median salaries in 1961 were \$2,645 for men and \$1,256 for women (Dominion Bureau of Statistics, Cat. No. 94-534, 1963, pp. 9-1 to 9-2).

No significant gains for females in terms of comparative salaries with males were seen in Newfoundland until the early 1980s. As Table 1.13 illustrates, females in Newfoundland made gains in excess of the Canadian averages in terms of average income as a percentage of a male's average salary. However, two qualifying points might be made on this issue. First, many would question whether a female earning only 60% of what a male earns can be considered a "gain." Also, the statistic is somewhat deceptive unless seen in a national perspective. Although the average salary for males in Newfoundland slightly more than doubled between the years 1975 to 1984, it was only 73% of the Canadian average in 1984. During the same period, females in Newfoundland saw their average salaries nearly triple and reach 80% of the Canadian average in 1984, whereas the average salary for males in Newfoundland declined in percentage terms from nearly 80% of the Canadian average in 1975 to only 73% in 1984. The gains made by females in Newfoundland are somewhat deceptive in that the comparative group of males had a declining average income base. Females in Newfoundland have the lowest average income in Canada. Males in the province have the ninth lowest average income in Canada, in front of only Prince Edward Island (Statistics Canada, *Women in the Workplace*, 1987, p. 74).

Table 1.13

Population 15 Years and Over Who Received Income in the Year, Showing Average Annual Income for Males and Females, In Canada and in Newfoundland, 1975-1984

Year	Canada		Newfoundland	
	Males \$	Females \$	Males \$	Females \$
1975	10,865	4,788	8,470	3,789
1977	12,698	6,085	10,110	4,670
1979	15,143	7,342	11,300	5,606
1981	18,516	9,522	15,437	7,435
1982	19,927	10,529	15,699	8,919
1984	21,244	11,756	15,552	9,390

Source: Statistics Canada. (1987). *Women in the Workplace*. (Cat. 71-534).

Maternity leave provisions in the province of Newfoundland require that a woman have at least 12 continuous months of employment with the same employer. Only certain occupations are excluded from this provision. An employer would have to be notified 15 weeks prior to the estimated date of birth in order for a woman to request a 17-week maternity leave. This 17-week period would enable a woman to take up to 11 weeks off work prior to the estimated date of birth and six weeks after the date of birth. The reinstatement period guarantees a woman no less wages, duties, or benefits than when she first took her maternity leave. Any increase to this basic 17-week period for medical reasons would require a certified medical document, although there is no provision for extended leave due to pregnancy-related illnesses.

In 1951, the first year in which the province of Newfoundland and Labrador was in the Canadian Census, statistics were collected concerning the "head of the family," along with their age, marital status, and earnings. In 1951, 91.6% of families in Newfoundland were headed by a male, with the remaining 8.4% having a female as the head of the household. The age segment with the largest number of female heads of household was the under-35 group, with 28.6% of the total coming from this segment. Of the total male heads of household, 88.3%

were married with a wife at home; 8.1% were widowed, and only 0.3% were single. There were no reported figures for the divorce rate because the numbers were so small as to place it below the 0.1% range (Dominion Bureau of Statistics, 1953, p. 79-1).

In 1981 there were 121,600 husband-and-wife families in Newfoundland, and the average size of these families was 3.8, the highest average in Canada. Families with four members constituted the largest segment: 32,400 families had four people in the nuclear family group. In 1981 Newfoundland had 13,500 families with a "lone parent"; the average size of these families was 3.0, again the highest average in the country. The total number of families was 135,100, and the overall average family size was 3.8, the highest in percentage terms of any of the ten Canadian provinces. Of the husband-and-wife families, 76% had children, well above the Canadian average of 64%. Of the 13,500 lone-parent families, 5,800 had children under the age of 18 (Statistics Canada, Cat. No. 93-106, 1987, p.4-1).

By 1986 Newfoundland had 126,300 husband-and-wife families and 15,800 lone-parent families, for a total of 142,100 families. Once again, with an average family size of 3.6, Newfoundland led the nation in average family size. Of the husband-and-wife family, 76% had children, again far ahead of the 62.5% Canadian average. Of the 15,800 lone-parent families, 6,900 had children under the age of 18. The percentage of lone-parent families with children under the age of 18 changed slightly from 43.7% in 1981 to 44% in 1986; these figures were lower than the Canadian average of 53% for both 1981 and 1986 (Statistics Canada, Cat. No. 93-106, 1987, p. 4-1).

Although Newfoundland has consistently had the largest average number of persons per family, the decline from the 1971 Census figures to those of 1986 indicate that the rate of decline in family size in Newfoundland has kept pace with the average rate of decline for Canada during this time period. The decline in family size from an average of 4.4 in 1971 to 4.0 in 1976, 3.8 in 1981, and 3.6 in 1986 mirrors the 19% decline in Canada for this time period (Statistics Canada, Cat. No. 93-106, 1987, p. 1-1).

Newfoundland has traditionally had some of the lowest per capita divorce rate figures in Canada. Figures from the 1951 Canadian Census, which was the first census to include the province of Newfoundland and Labrador, show that Newfoundland was the only province to have less than a 0.1% divorce rate. By 1985, according to Statistics Canada figures, Newfoundland still had the lowest divorce rate in the country. The divorce rate per 100,000 persons in the provincial population was 75.0 persons in 1978, 84.2 persons in 1979, 95.8 persons in 1980, 100.2 persons in 1981, 109.8 persons in 1982, 123.0 persons in 1983, 101.8 persons in 1984, and 96.6 persons in 1985 (Statistics Canada, Cat. No. 84-205, 1987, Table 10).

The marriage rate has been in a steady decline in the province of Newfoundland and Labrador since its peak in the early 1970s. There were 5,106 marriages in 1971 and 5,048 marriages in 1972. In absolute numbers these figures have never been surpassed; in percentage terms the rate of marriage in these years was close to the peak years of 1942 through 1946 which reflected the larger number of marriages of Newfoundland women to American and Canadian servicemen. By 1988 the number of marriages was down to 3,260, which was as low as the number recorded in the early 1960s; at 5.7 per 1,000 population, the rate of marriages in percentage terms was the lowest since 1931 (Statistics Canada, Cat. No. 84-205, 1987, pp. 84-204 to 84-206).

Figures pertaining to family income of husband-only and husband-and-wife wage earners in Newfoundland were fairly constant with the Canadian averages

for the years 1975 to 1984. The average salary for the husband-only wage earner in 1975 was \$10,270, which proved to be the lowest in Canada. This figure virtually doubled by 1984 at \$20,409, yet it was still the lowest figure in the country (Statistics Canada, Cat. No. 71-534, 1987, p.75).

The percentage of all families reliant on the husband as the only wage earner has consistently placed Newfoundland at the head of the list of the other nine provinces and the Canadian average. In 1975, 32.2% of the families in Newfoundland had the husband as the only wage earner. By 1984 this figure had fallen to 18.2%. Still, it was far in excess of the other provinces and the Canadian averages of 24.0% in 1975 and 12.8% in 1984 (Statistics Canada, Cat. No. 71-534, 1987, p. 75).

For cases where both the husband and wife were earning income, the income averages increased from \$13,793 in 1975 to \$29,696 in 1984. Newfoundland narrowly escaped the infamous distinction of having the nation's lowest average income, with only Prince Edward Island having lower average figures for each of the years between 1975 and 1984. The wife's contribution in percentage terms ranged from 26.8% in 1975 to 35.3% in 1984. It would appear from the overall provincial averages that the earnings of Newfoundland wives made up the smallest part of the total husband-and-wife incomes in 1975, with a percentage of 26.8, yet by 1984 they made up the largest part of the total income figure. Only Prince Edward Island was slightly ahead of Newfoundland with a percentage difference of 0.5%. This reliance on the wife's portion of the total family income has a great impact upon the need for quality and affordable child care in the province of Newfoundland and Labrador (Statistics Canada, Cat. No. 71-534, 1987, p. 76).

Estimates of incidence of low-income families in the province of Newfoundland and Labrador during most of the 1980s have been on an up-and-down cycle. These figures indicate that for all years but 1981, when New Brunswick had a percentage of 13.8, Newfoundland led the nation in the percentage of families with a "low income," based on levels established in 1969 and 1978. In 1980 the incidence of low-income families in Newfoundland was 16.9% of the total number of families. In 1981 this figure dropped to 12.0% but rose again to 15.4% in 1982, soared to 19.3% in 1983, fell to 15.1% in 1984, and rose slightly to 15.7% in 1985. From these levels the percentage fell a full 100 basis-points, from 14.7% in 1986 to 13.7% in 1987. By 1988 the figures indicate that 11.0% of the families in Newfoundland were considered to be at a "low-income" level (Statistics Canada, Cat. No. 13-207, 1971-1988).

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Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE IN NEWFOUNDLAND AND LABRADOR

Introduction

This paper will be divided into three main sections dealing chronologically with various aspects of child care in the Province of Newfoundland and Labrador. The first section will focus on the child care situation prior to the 1975 *Day Care and Homemaker Services Act*. The second section will focus on the child care/day care/preschool/junior kindergarten situation from 1975 through 1988. The third section will deal with the nongovernmental institutions, organizations, and committees which have had a direct impact upon the status of child care in the province of Newfoundland and Labrador.

Early Days

The early history of child care programs in Newfoundland and Labrador is not well documented. Although statistics available from the Department of Education indicate that formal kindergarten programs did not begin in Newfoundland and Labrador until the 1952-1953 school year (Newfoundland, Department of Education, 1989), other archival sources indicate that kindergarten programs were available at institutions such as the Mercy Convent School in St. John's as early as 1923. Indeed, the nuns at the Mercy Convent believe the program commenced operation in 1900 (Patricia Canning, personal communication, 1991). It was not until the 1973-74 school year that a kindergarten program was available province-wide for all children between the ages of five and six (Newfoundland, Department of Education, 1989). The provision of early childhood education via formal kindergarten programs was apparently not given priority in the scope of a child's total academic program. In light of this reality, the lack of any formal involvement by the government via funding or regulations in the programs providing for preschool-age children is understandable, albeit regrettable. It is against this background that the development of private child care facilities needs to be viewed to be seen in proper perspective.

The Presentation Sisters in Renew, Newfoundland, operated what was perhaps the first child care facility in the province. As remembered by Mr. Tom Kane, age 87, the "Baby School" as it was known, provided care for young children at the turn of the century (Holosko, M., Dempster J., and Taylor, S., 1985). Three of the earliest child care facilities in the province of Newfoundland and Labrador for which documentation could be found were Winterton Private School, Meadow House, and Jack and Jill Nursery and Kindergarten.

The Winterton Private School provided a nursery school through Grade Six program. Established by a Miss Furlong, Winterton was providing a preschool program to children in St. John's by the early 1940s (Patricia Canning, personal communication, 1991). With no direct governmental funding, the program could be offered only to children with parents able to afford the fees necessary to

sustain the private school's program. From 1959 to 1963 the school's early childhood program was divided into a nursery school program for children three and four years of age, a form of "junior kindergarten" for children four to five years of age, and a kindergarten program for children five to six years of age. The school obtained a license from the provincial Department of Education to offer an educational program for children from kindergarten age to Grade Six age, but no regulations regarding the care and education of preschool-age children existed to that point. The Winterton Private School maintained the basic form of its nursery school and junior kindergarten program until it closed in 1963. When the Winterton Private School closed, its principal was approached by numerous parents requesting a similar form of nursery and kindergarten program (Theresa Rose, Isabel Brown, and Donna Ronan, personal communications, 1990, August). In response to this parental interest, Jack and Jill Nursery and Preschool was opened in 1963. First operating out of St. Thomas's Parish Hall, it remained at this location until 1977. From 1977 to 1983 Jack and Jill was located at St. Michael's Parish Hall. In 1983 it moved to its present location at St. Mark's Church. Jack and Jill has the longest history of continuous operation of any child care facility in Newfoundland and Labrador. It offered nursery school for children aged three to four, preschool for children aged four to five, and kindergarten for 5-year olds. The kindergarten program ended in the fall of 1987, but the nursery and preschool programs continue to this day. A year or so before Jack and Jill opened, Meadow House came into existence. Operated by a Mrs. Hemmens, Meadow House was located in her home on Allandale Road in St. John's. It then moved to St. David's Church and operated there until 1978, when it ceased operation (Donna Ronan, personal communication, 1990, August).

Workplace day care/child care had its origins in this province at the Janeway Children's Hospital in 1966. Intended initially for the nursing staff, the child care service was ultimately extended to all staff at the Janeway. Located in the Janeway Apartments, across the street from the Janeway Hospital, it provided a facility in close proximity to the staff person's place of employment. Care was provided for children 6-months of to 5-years old. In 1968 this facility evolved into the Busy Bee Day Care Centre, which is still in operation today and still located in the Janeway Apartments (Dorothy Lono, personal communication, 1990, July). This "evolution" came about when the administration of the Janeway Hospital decided to close the facility in 1968. A staff nurse at the Janeway Hospital approached the hospital administration regarding leasing the facilities and operating it as a private day care service, open to the general public (Theresa Rose, personal communication, 1990, July).

Worksite day care facilities seem to be an emerging trend. Two crown corporations, Newfoundland Hydro Corporation and Newfoundland and Labrador Housing Corporation, have included centres for their employees in their new facilities. This trend seems to have some distinct and continuing roots at Western Memorial Hospital in Corner Brook and Memorial University in St. John's.

In 1968-69, a worksite day care facility was established in Corner Brook at the Western Memorial Hospital. Set up to address the health care needs of the staff and their children, it featured a preschool component. Initially care was provided for 60 children ranging in ages from 6-weeks to 11 years. In 1973, the upper age limit was reduced to 7-years, and enrolment was limited to six infants. This facility was first located in the hospital and then moved to an adjacent building in the nurses' residence. Connecting tunnels allowed parents to visit their children easily. This facility was closed in 1977 with the introduction of the new provincial day care legislation. While the closing aroused considerable

public protest, it was felt that the required renovations necessary to meet provincial standards were too expensive to undertake (Mary Goss, personal communication, 1990, July).

In 1975 the Council of the Student's Union at Memorial University established a day care centre on campus. Initially, 48 children between the ages of 3 and 5 years of age were enrolled. Priority was given to students enrolled at Memorial, with faculty and staff allowed to place their children in the centre once all student needs were fulfilled. The centre has expanded its operation to include "latch-key children" between the ages of five to eight in its after-school activities centre. A new child care centre for toddlers to school-age children up to the age of eight is being built and, it is hoped, will prove to be a model facility for the province when it is completed in the fall of 1991 (Memorial University of Newfoundland, 1990, November).

The year 1968 was a critical one for the child care situation in the province. In that year, the provincial government passed the *Welfare Institutions Licensing Act*, which allowed the government to grant an operating license to facilities which met the proper requirements for staff, space, educational program, and the number and age of children allowed. Administered under the Department of Social Services, the Act of 1968 prohibited the care of children under the age of two at any licensed facility. The Act of 1968 was the first formal recognition that child care facilities did in fact exist, and that some regulations were needed to ensure the proper care of preschool-age children (Newfoundland. Department of Social Services, *Day Care Licensing in Newfoundland and Labrador*, 1974).

In 1969 an informal "playgroup" at the YM-YWCA in St. John's evolved into a formal preschool. The Y Preschool was located in the St. Andrew's Presbyterian Church from 1969 to 1978. In 1978 the newly built YM-YWCA building was designed with the preschool in mind. Space and funding was provided to keep the Y Preschool program in operation. The program has now expanded into an early childhood program with provisions for children as young as age two and for school-age "latch key" children after school (YM-YWCA, unpublished data, 1989).

In 1968 the St. John's Club of the Canadian Federation of University Women initiated a pilot project modeled along the lines of Project Head Start. The Head Start program, begun in the United States in 1965, was an attempt to provide a comprehensive preschool experience for children from low socio-economic families. "Project Head Start was the American Office of Economic Opportunity's program to give preschool children from disadvantaged backgrounds, and their families, a comprehensive program of education, medical care, social services and nutritional help which they need" (Project Head Start, 1968). The site for the St. John's pilot project was the Blackhead Road community. This site was chosen since it was the area selected for the Blackhead Road Urban Renewal Scheme, which was a federal-provincial cost shared project of urban rehabilitation. The pilot project began with a Saturday nursery school located in a section of St. Mary's Church, a local Anglican church. It lasted for 11 weeks, at which time an evaluation was undertaken by the Head Start Committee, which consisted of social workers, teachers, volunteer staff, university professors, and parents from the community. Based on this evaluation, it was decided to expand the Saturday nursery school to include two classes. Two interconnecting classrooms in the St. John Bosco School were chosen for the site of the second phase of the pilot project. With 15 children registered for the first phase, the Head Start Committee decided to double the enrolment to 30 children even though only 25 children remained at the conclusion of the second eleven-week phase, in the winter of 1970 (Newfoundland, 1979).

From the conclusions drawn from the first and second phases of the pilot project, the St. John's Club of the Canadian Federation of University Women submitted a brief to the Department of National Health and Welfare in support of an application for a "demonstration project grant." Funding was granted for a three-year project to be evaluated for effectiveness through a combination of formal and informal procedures. Evaluation involved faculty from Memorial University of Newfoundland, the teachers, social workers, medical personnel involved in the project, and the Parent's Advisory Committee. The latter of which included members from the community. Today, a small parent co-op operates on the site of St. John Bosco Church and carries on the legacy of the Head Start program.

Teach-A-Tot Day Care Centre (TAT) was first opened in 1971 under an LIP (Local Initiative Project) grant. TAT initially provided a comprehensive day care program for 50 children selected from low-income families, with special consideration given to single parents who were gainfully employed. This form of project funding was utilized to operate TAT through the 1975 fiscal year. TAT was also funded by a Health and Welfare Demonstration Grant from 1974-1977 after the initial funding from the LIP grant concluded. In that year the Provincial Day Care Subsidy Program came into existence, with TAT being the only provincially-funded day care in the province. Further information on the day care program at TAT will be included in the second section of this paper (Melba Rabinowitz, personal communication, 1990, July).

It might seem that day care facilities and services were located only in St. John's prior to 1975. This was not the case. While facilities outside of St. John's were few in number, the situation of day care prior to 1975 can still be seen in a provincial perspective.

In Labrador City-Wabush, a privately owned and operated half-day facility functioned five days a week from 1966 to 1973. Also in Labrador, the Carol Lake Nursery began in 1974 and continues to this day. This nursery school, initially operated by the Association for Community Living from 1974 to 1980, has since been taken over and operated by a parent board. In the Happy Valley-Goose Bay area of Labrador, the Mother Goose Nursery went into operation in 1973. This was primarily a day care centre with the preschool element built in to make it a more comprehensive program. Since that time they have expanded to include a second facility called Pumpkin House. The program here was along the lines of an enrichment program for children with challenging needs arising from disadvantaged home environments. At present the local Early Childhood Development Association, which lobbied for their creation, runs these facilities. Further information on the efforts of the Early Childhood Development Association will be included in the third section of this paper (Gail Pike, personal communication, 1990, June).

In 1978 the Nain's Women's Group was formed as a non-profit native organization. By 1979 this group was operating a limited summer day care program with minimal outside funding for three summers. By 1982 the Women's Group had raised enough funds to construct a building to serve as a centre for early childhood development. The Children's Centre Branch was called "Pavitsiak," which means "a good place to stay" in the Inuit language. With continued funding from a variety of federal and provincial sources, this remote and isolated community established a day care facility and an early childhood training program (Newfoundland. Department of Social Services, unpublished data, n.d.).

The idea of a co-operative nursery school facility first took shape in this province in 1972 in Portugal Cove, a small community of approximately 600

families. The Portugal Cove Nursery School Association was organized and began operation in November, 1972, serving nine families and 18 children. A brief submitted by the Early Childhood Development Association of Newfoundland and Labrador to the Premier of Newfoundland, the Honourable Frank Moores, stated that in March, 1973 there were

...approximately 30 day care centres in this province, with all but nine situated in St. John's. The others are in Portugal Cove, Gander, Grand Falls, Corner Brook, Stephenville, Labrador City, Churchill Falls, Carbonear and Harbour Grace (Early Childhood Development Association, 1973)

Prior to 1975, this appears to be the only specific reference to the number and locations of day care facilities in the province (Early Childhood Development Association, unpublished data). As the next section will attempt to indicate, after the 1975 *Day Care and Homemaker Services Act* was enacted into legislation, the licensing of day care in the province made keeping track of the number and location of facilities a much more exact task.

1975 to the present

During the 1966-67 sitting of the Newfoundland and Labrador House of Assembly, the *Welfare Institutions Licensing Act* (1968) was tabled. This Act made specific mention for the first time of regulations concerning "welfare institutions." This Act states that,

Welfare institution means a building, part of a building, group of buildings or other place or accommodation conducted or operated by any person and which is used, in whole or in part, as...a creche, day nursery or other similar institution, wherein children under 16 years of age are received and cared for during a portion of the day. (Newfoundland, 1968, p. 14)

This Act was enacted in 1968. Hepworth (1975), writing for the Canada Council on Social Development, reviewed the *Personal Social Services in Canada*. In his section on the current provisions and developments of day care in the province of Newfoundland he states that the major problems perceived by the provincial government in implementing province-wide child care were, "The funding of day care services" and "The expansion of day care facilities for underprivileged and handicapped children, and for families in financial need..." (pp. 47-48). He cites statistics from the 1971 Census of Canada which indicate that for the 75,250 children under the age of five in the province, there were only 19 licensed centres by the year 1974. These centres included, "...five with activities of a kindergarten nature and nine of a nursery or preschool nature; two were for underprivileged children, with the others for children with specific handicaps, such as speech defects, cerebral palsy, etc." (pp. 47-48). This proved to be an accurate account of the situation that existed in the province in 1974.

Utilizing the aforementioned data, a government decision early in 1974 to strike a committee resulted in provisions being made for the establishment of an interdepartmental committee to review the day care and homemaker services and to develop a plan for providing these services in a coordinated manner province-wide. The committee's mandate was to propose regulations for these services, to set standards for providing these services, and to draft appropriate legislation which might be implemented in the 1975-76 sitting of the House of Assembly. This committee met and submitted its findings in *The Report of the Interdepartmental Committee on Day Care and Homemaker Services on*

December 31, 1974. On June 25, 1975, the Newfoundland House of Assembly enacted *Day Care and Homemaker Services Act* (1975). This was followed by the passing of the *Day Care and Homemaker Services Regulations* (1976). Both the 1975 Act and 1976 Regulations, revised in 1982, constitute the legislative basis for the administration and regulation of these services through the Department of Social Services. The legislation served two main functions. The first function empowered the Department of Social Services to establish minimum standards for the operation of day care and homemaker services. The second function empowered the Minister of Social Services to appropriate public funds on behalf of either persons in need or persons likely to become in need of these services. The Act of 1975 establishes the general powers of the Department of Social Services, while the Regulations of 1982 identify the specific requirements that persons providing day care and homemaker services are required to meet. To oversee these functions, a Director of Day Care and Homemaker Services was appointed in 1976 with the responsibility to coordinate these services and to chair the Day Care and Homemaker Services Licensing Board. In 1977 a separate division of Day Care and Homemaker Services was established within the Department of Social Services (Day Care Advocates Committee, 1984).

By 1976 a license was required for any person intending to operate a day care centre for five or more children at any one time. The children were to be between the ages of two and six in order for a license to be granted for full-day care, with children up to the age of 12 being allowed for after-school care on a part-time basis. Health and medical supervision regulations were set forth, to be complied with by the operators of the day care centre, with admission to a facility requiring a medical examination of each child by a licensed physician. Daily procedures were also prescribed in order to ensure the suitability of programs for preschool-age children. Regulation 25-(2) of the 1982 Regulations went so far as to require that,

The daily program shall provide experience designed to stimulate and facilitate intellectual development, materials to stimulate perceptual development, activities which will encourage language development and periods of free play to allow for creative expression and freedom of choice (Newfoundland. *Newfoundland Regulations, 219/82: Day Care and Homemaker Regulations*, 1982, Regulation 25-(2)).

With the basic structure in place for a coordinated child care system, the provincial government made various policy decisions. Due to limited funds, the provincial government chose not to assume a proactive role in the development of day care services. While the provincial government endorsed the role of the Department of Social Services in setting standards for the licensing of day care facilities, the private sector was seen as the catalytic force in the development of day care programs development. Funding support was extended to Teach-a-Tot only on the basis of the long history of association between the Department of Social Services and TAT. Also, TAT specialized in providing services almost exclusively to Department of Social Services clientele. Development was also hindered due to the Canada Assistance Plan (CAP) regulations which extended cost-sharing only to non-profit facilities.

In 1980 provincial funding was extended to include day care services other than TAT, with a day care fee subsidy program plus a \$500 start-up grant. There was no differentiation based on auspices, since both nonprofit and private services could receive support. However, the lack of capital funding support meant that the development of services continued to rest with the private sector.

This 1980 decision to extend provincial funding to private (commercial) day care facilities was based on space being made available for "subsidized children." Up to 50% of the allotted places in any one centre could be made available to children eligible for this subsidy. This was done to ensure integration of "socially disadvantaged children" with children from middle-class home environments. The eligibility for assistance was determined by one of five criteria, with the amount of the subsidy to be determined by an income-level scale. The five criteria for eligibility were as follows: (1) being a single parent and requiring child care to enter or continue training programs or employment, (2) having a child with a mental or physical handicap who requires the benefit of a stimulating preschool program, (3) having a child whose home and family environment is under stress, (4) a two-parent family, where one parent is disabled or in training or upgrading, thus requiring the employment of the other parent, and (5) a child in foster care. As of December 31, 1981, based on figures obtained from the Department of Social Services, Day Care and Homemaker Services Division, there were a total of 876 total spaces available at the 37 licensed day care centres offering full and part-time day care in the province. Of these 876 total spaces, a maximum of 438 could have qualified for the subsidy grants, although only 123 were actually being subsidized at that time. All of these criterion measures and statistics were the result of a three-year plan (1977-81) to identify the role of the provincial government in assisting community-based day care services (Newfoundland, Department of Social Services, unpublished data, 1982).

In Newfoundland and Labrador the 1980s saw a rapid increase in the number of licensed day care facilities created. According to Statistics Canada figures, it was estimated that there would be approximately 42,300 children between the ages of two and five by 1982 (Statistics Canada, 1980). Even with this relatively large potential day care/preschool population, the total number of government licensed centres numbered 43, and the number of children registered, as of June 1982, was 1,773 (Newfoundland, 1983). Also, there was a wide disparity regarding the location of these 43 licensed centres. Twenty-six of the 43 licensed full-day and half-day day care programs were located in the St. John's/Avalon Peninsula area (Newfoundland, 1983). Groups such as the Early Childhood Development Association and the Provincial Advisory Council on the Status of Women expressed concern about the potential impact of this situation. In 1983 the Day Care Services Division, Department of Social Services, submitted an application for a Health and Welfare Canada grant to study the situation of day care in rural Newfoundland. By the fall of 1984, federal government approval had been granted, with the project being funded until the spring of 1985.

The Day Care Needs Assessment in Rural Newfoundland had three main objectives in its mandate. The assessment was to "assess the community awareness of child care issues," to "examine alternative methods of child care," and to "identify and develop an awareness of community responsibilities and resources for long-range planning and priority setting in developing child care programs." The findings of this assessment indicated that families relied principally on relatives and friends for child care and that the most frequently reported age (mode) of the caregiver was 16 years. Although 68% of the sample population indicated that they were very satisfied with their child care arrangements, nearly 80% of the survey sample indicated that they would utilize day care programs if they were available in their communities, especially from May to October. This specific finding regarding the time of year that day care would be utilized was closely connected to the time of year the fishing season is under way. The study noted this seasonal nature of employment in rural Newfoundland and linked it directly to the statistics of high unemployment in the area, especially of women. The recommendations from this study centred on

the need for community-based involvement in the development and implementation of comprehensive day care facilities in rural Newfoundland (Holosko et al., 1985).

The concept of community and parental involvement in the development and implementation of child day care, especially in the 1980s, can be seen in a variety of situations throughout the province. Three examples in which this concept was realized are the Daybreak Parent-Child Centre, the Confederation Building Day Care Centre Co-operative, and the Hudson Nursery School Co-operative Society in Labrador City.

The Daybreak Parent-Child Centre, formally Teach-A-Tot, is dedicated to the total development of the child. Daybreak (as it was renamed in 1981) provided a comprehensive program of child care aimed at the cognitive, emotional, and physical development of each child. A parent's association was organized, complete with its own program of personal development. The Daybreak Access to Reading Experiences (DARE) was created with Secretary of State funding as an intergenerational literacy program, the first of its kind in Newfoundland. The DARE program was developed with the objective of attempting to break the cycle of illiteracy, since a majority of the parents who send their children to Daybreak are functionally illiterate. To date the Daybreak Parent-Child Centre provides a model for comprehensive child care, with an emphasis on total family involvement and growth (Daybreak Parent-Child Centre, unpublished files, 1990).

In the spring of 1987 the Confederation Building Day Care Centre Co-operative Society Limited was created. This co-operative is a nonprofit program, run by a parent board of directors. The Confederation Building, located in St. John's, is where the House of Assembly is situated, along with a majority of the related departmental services and support staff. The co-operative was created to provide day care facilities for children with at least one parent working for the Newfoundland Public Service, which employs the vast majority of those persons working in the Confederation Building complex. The day care centre itself, while utilizing a pre-existing building located next to the Confederation Building complex, was totally redesigned to meet the needs of a comprehensive day care facility. The co-operative has a program which includes the education of parents as well as children. In-service workshops on literacy and language development, early childhood education, and the kindergarten program are offered on a continuing basis (Mary Goss, personal communication, 1990, July).

The Hudson Nursery School Co-operative Society Limited, located in Labrador City, initially began its operation as the Menihek Nursery School in 1975. The school was run by a parent board which oversaw its program. In 1983 the nursery school joined the Newfoundland and Labrador Federation of Co-operatives and changed its name to Hudson Nursery School. To date this nursery school continues to operate as a parent co-operative. Parents take an active role in the operation of the nursery school. The nursery school has worked closely with the Association for Community Living as a way of providing for a comprehensive child care program. It is also one of the few day care centres in the province which provides spaces for children with "special needs." This form of integration of children with "challenging needs" (i.e., physical and developmental disabilities) is slowly being attempted by day care centres throughout Newfoundland (Gail Pike, personal communication, 1990, June).

The City of Corner Brook has offered a play-school program since 1971. With the same director since 1972, they have been able to offer program continuity, which is vital for any childcare program. This program is currently

running with 125 children in five different groups (Dan Ashbourne, personal correspondence, 1990, September).

A private, full-time day care facility named Humpty Dumpty was opened in Corner Brook in 1977. It had an initial enrolment of 10 children. This number rose to 42 children in 1978 when the facility moved to its own building. In 1984 and 1985, Humpty Dumpty was also offering an after-school program, but this program ceased after only two years due to apparent lack of interest (Dan Ashbourne, personal correspondence, 1990, September).

According to Department of Social Services statistics, the province of Newfoundland and Labrador enters the 1990s with approximately 120 licensed day care centres offering full and part-time child care, with the majority of these facilities being under private auspices. These licensed facilities offer programs for approximately 3,200 children between the ages of two and five (Department of Social Services, unpublished data, 1990). The Day Care and Homemaker Services Division within the provincial Department of Social Services has attempted to coordinate the licensing and program development for these centres in an effort to provide the foundation for economically viable and professionally sound child care facilities. Various organizations and ad hoc groups of concerned citizens have voiced their opinions and added their support to the cause of quality child care.

Child Care Advocates in Newfoundland and Labrador

This section will provide an overview of the attempts made by various organizations and nongovernment committees to provide information and direction to the early childhood education and day care movement in Newfoundland and Labrador.

The Early Childhood Development Association of Newfoundland and Labrador (ECDA) was legally incorporated in 1971. In a brief presented by the ECDA to the provincial government in 1973, the expressed aims of this organization were to "...aid individuals or groups interested in the physical, emotional, social and educational development of young children, and to promote increased knowledge and understanding of early childhood development" (Early Childhood Development Association, 1981). The ECDA was the first organized group to petition the provincial government to undertake the capital cost funding of establishing new day care centres, subsidize the operating costs of these centres, establish program safety and sanitation regulations for these centres, establish minimum staff training requirements for people working in these centres, actively encourage Memorial University of Newfoundland and the College of Trades and Technology (now known as the Cabot Institute) to offer appropriate courses for the educational requirements of the staff working at these centres, and appoint a "preschool consultant to coordinate existing programs." Since 1973 virtually all of these recommendations have come to pass in one form or the other. Although the ECDA passed into a period of inactivity in the late 1980s, it will always be remembered for leading the cause of quality day care in this province by those actively involved in early childhood care and education (Early Childhood Development Association, 1981).

In 1972, with the urging of the ECDA, Memorial University of Newfoundland (MUN) began to offer courses in early childhood education through its Extension Service. A certificate program started in 1973 was comprised of nine courses to be offered over a period of three years. The certificate program was limited for its first three years to offering courses only in St. John's, because of the need to have qualified instructors teaching the courses.

For the first three years, there were nine courses offered, with an average enrolment of slightly over 20 persons. From 1975 to 1980 the certificate program was offered in both St. John's and Corner Brook (Newfoundland's second largest city, which is located on the west coast of the province) with an average enrolment ranging from 16 to 20 persons depending on the location of the course. The certificate program was phased out after 1980 because Memorial University of Newfoundland's Extension Services projected that either the College of Trades and Technology would soon be developing and offering a two-year diploma program or the Faculty of Education at Memorial University of Newfoundland would implement a four-year degree program in Early Childhood Education (Early Childhood Development Association, 1981).

In the early 1980s the various options for either a two or four-year diploma or degree program were discussed and considered by the College of Trades and Technology and Memorial University of Newfoundland's Faculty of Education. However, the early 1980s in Newfoundland was a period of much debate as to the direction early childhood education and day care needed to take. No final decisions as to the specific training program were made during this period of debate.

In 1983-1984 the Community Services Council of Newfoundland and Labrador applied for federal funding for the establishment of a 45-week basic training program for day care personnel. The funding was made available from the Canadian Employment and Immigration Commission for a job creation project. The purpose of this program was to meet the needs of employment disadvantaged persons by providing them with a skill development opportunity focused on early childhood education. Since then an Early Childhood Training Centre offered through the Community Services Council has been established. This centre, registered under the Private Training Institutions Act of 1988, began a Certificate in Early Childhood Education program. This is a 27-course program with 720 hours of field placement in day care centres. This program, along with MUN Extension, was critical in providing day care centres with access to trained staff. Since 1985 the Department of Social Services has provided a sustaining grant to the ECTC to enable them to offer part-time evening courses. These courses are made available to employed child care workers. To date, the Early Childhood Training Centre continues to expand its staff and the scope of its program to meet the challenging needs of child care in the 1990s (Early Childhood Training Centre, unpublished data).

In 1973 the first Citizens Rights and Freedoms Conference was held in St. John's. The conference included a Women's Rights workshop with a primary emphasis on the availability of quality day care centres. From this workshop came an ongoing Day Care Action Committee that attempted to establish various recommendations regarding quality child care to be presented to federal, provincial, and municipal government officials. The Day Care Action Committee, still in existence today, continues in its attempt to lobby various levels of government for action on the establishment of quality child care (Provincial Advisory Council on the Status of Women, 1981).

In 1979 a Feminist Services Training Project, operating within the Corner Brook Status of Women Council, sponsored a survey designed to determine the child care needs for the Corner Brook area. While two-thirds of the parents in the survey population (i.e., those with children under ten years of age) stated that they were "satisfied with their child care arrangements," the remaining one-third of the sample population (approximately 200 persons) stated a variety of reasons for looking for "alternative day care arrangements." Some of these reasons ranged from the inability to find "reliable care," the high cost of quality care, and the desire to "introduce the child to peers" (Provincial Advisory Council on the Status of Women, 1981).

In 1980 a curriculum subcommittee of the Newfoundland Teachers' Association (NTA) developed a brief entitled "The Unprepared Five-Year-Old: Some Solutions To His Problem." The focus of their concern was the unprepared five-year-old child who is not intellectually, socially, emotionally, or physically ready to handle the kindergarten program in the Newfoundland school system. The committee advocated the development of a "junior kindergarten program," a sort of interventionist program aimed at prevention prior to necessary educational prescription in the form of "remedial programs." This "reorganization of the kindergarten program," according to the committee's brief, would require a "change of emphasis" on the part of teachers, administrators, and parents in order to implement a "child-centered, play-oriented, integrated learning program." To date a new kindergarten curriculum has been developed with certain of the main points proposed by the committee adopted within the revised kindergarten program. However, no formal adoption of a junior kindergarten program has been made on a province-wide basis. It was left up to individual school boards to implement these programs. For this reason, the provincial Department of Education has no figures on the availability of such junior kindergarten programs (Newfoundland Teacher's Association, 1981).

In April, 1980, to mark the "International Year of the Child," The Labrador Children's Conference was held in Goose Bay, Labrador. The conference was made up of discussions on the emotional and physical needs of all children, the need for preschool education, the situation of children with "special needs" (i.e., physical disabilities), and the home environment of children. The conference attempted to address the diverse and complex situation that exists in Labrador. Resource contacts were coordinated in an attempt to provide names, addresses, and phone numbers of organizations, both government and nongovernment, which provide services to meet the diversity of needs within all of Labrador (Happy Valley-Goose Bay Early Childhood Development Association Advisory Committee, 1980).

In 1981 the Provincial Advisory Council on the Status of Women, Newfoundland and Labrador, began to compile a bibliography of resources relating to women's issues in the province. One of these issues, child care, was given special consideration. The organization funded a report on universal day care for the province titled *Report on Comprehensive Day Care for the Province of Newfoundland and Labrador* (1982). By 1982 it was actively lobbying the provincial government for changes in the way it handled child care. The council advocated the development of "quality child care facilities, through a system of organized family day care...and after school programs" (Provincial Advisory Council on the Status of Women, 1981, p. 1). Throughout the 1980s, the council voiced its concerns on the federal, provincial, and municipal government levels and continues to advocate for the establishment of a "quality day care program." (Provincial Advisory Council on the Status of Women, 1981, p. 1). The Provincial Advisory Council on the Status of Women also played an active role in convincing the provincial government to establish the Confederation Building day care facility.

In 1981 the ECDA, in conjunction with the Department of Social Services and the College of Trades and Technology, organized and ran a five-day in-service training program for day care personnel. The initiative and funding for this program came from the Division of Day Care and Homemaking Services. The program itself was organized and implemented under the direction of a special steering committee of the ECDA. Each day of the five-day program was to focus on a different aspect of day care. The over-all theme of the program was "Planning Your Program -- The 5 W's of Day Care: Who, What, Where, When and Why?" The College of Trades and Technology provided an Extension Program Certificate for all those participants who attended the in-service training program (Early Childhood Development Association, 1981).

The ECDA branch in Happy Valley-Goose Bay has been actively lobbying the provincial government since 1973. Specifically, it has continually requested provincial funding for a subsidized day care facility in the area and the establishment of a kindergarten readiness program. The briefs presented by this branch of the ECDA have been as extensive and comprehensive as any presented to the provincial government to date (Happy Valley-Goose Bay Early Childhood Development Association Advisory Council, 1980).

In 1981 the Minister of Education from the provincial government established an Advisory Committee on Early Childhood and Family Education. The terms of reference for this Advisory Committee were both far-reaching and specific in scope. The Advisory Committee was mandated to assess the needs of early childhood programs, recommend policy changes in the area of early childhood education, examine jurisdictional responsibilities in offering early childhood programs, examine possible early childhood education programs and in-service options for the personnel of early childhood education programs, and examine the possibilities of a junior kindergarten program for the province.

In the spring of 1983 the Advisory Committee published its findings and recommendations in a comprehensive report entitled "The Report of the Ministerial Advisory Committee on Early Childhood and Family Education." A comprehensive review of the literature was presented to provide a theoretical basis for their recommendations. Also, specific statistics were presented to support their recommended framework for the provision of early childhood and family education. The recommendations ranged from consolidating responsibilities in this area within the Department of Social Services, establishing early childhood and family education courses on a university or community college level, and creating a funding structure necessary for the implementation of these recommendations. In all, the Advisory Committee presented 52 recommendations dealing with jurisdiction, program development, and funding. In reviewing the situation of early childhood education since the presentation of this report, it would appear that certain of these recommendations have been considered and implemented, mainly through the co-ordination of the Department of Social Services and specifically through the Day Care and Homemaker Services Division of the Department of Social Services (Newfoundland, 1983).

The Day Care Advocates Committee was established in 1983 as a result of a public meeting concerning day care in Newfoundland sponsored by the Provincial Advisory Council on the Status of Women. This committee, with a Secretary of State grant, sponsored a Provincial Conference on Day Care Advocacy in May, 1984. The conference provided a wide range of topics for discussion in the area of early childhood and family education. At the conference's conclusion, a brief was presented to the Minister of Social Services. From this brief came the establishment of two interdepartmental committees which were to make recommendations on supervised family day care and the establishment of training programs for child care workers. An "outreach project" was also developed to build a "network" of child care advocates throughout the province as a means of remaining an "active lobby group" (Day Care Advocates Committee, 1984).

The Day Care Advocates Association was organized in 1984 as a gathering of citizens concerned with the situation of child care in the province. The association coordinated two provincial conferences in 1984 and 1986 as a way of bringing together a variety of concerned people who were actively working to implement quality child care in the province. In 1989 the association received Secretary of State funding to hire a coordinator to begin the process of taking the

association from the steering committee stage to a level of incorporation. At present the association has between 150 and 200 members (Val Carew, personal communication, 1990, July).

In 1986 the Newfoundland and Labrador Daycare and Preschool Owners and Operators Association became a provincially registered, non-profit organization. Professional early childhood educators who own and operate licensed day care centres, both in the private and non-profit sectors, were encouraged to join the association. To date there are 65 owners and operators involved in the association. Their primary objective is to ensure that day care in Newfoundland and Labrador is "affordable, available and of high quality." The association hopes to provide a forum for the exchange of ideas and concerns associated with the operation of day care centres and preschools and to assist in the training of staff. Another of the association's main objectives is to serve as a liaison between the Department of Social Services and the licensed centres in the province (Dorothy Lono, personal correspondence, 1990, July).

In 1989 the Association of Early Childhood Educators of Newfoundland and Labrador was incorporated. The association's main objectives are to assist early childhood educators in promoting a sense of "pride and commitment to the profession of early childhood education" and to provide a forum for its members concerning issues related to early childhood education. The association has attempted to develop a form of support group for all persons concerned with early childhood education in the province of Newfoundland. At present, the association has a membership of 125 persons (Mary P. Goss, personal communication, 1990, July).

The Citizen's Action Child Care Committee was founded in 1984 and incorporated in 1987. Located in Corner Brook, Newfoundland, the committee is organized as a voluntary, community organization which is committed to "furthering the choice and quality" of child care programs for children of all ages. The committee has attempted to establish a vocational training program for child care workers and to hire a child care consultant for the Corner Brook region of the province. For the past several years the committee has sponsored a Child Care Awareness Week as a way of increasing public awareness of the idea of child care, both in and out of the home. The committee has also been successful in obtaining federal and provincial funding to sponsor various projects. Among these projects were the Child Care Survey in the Bay of Islands area, the Child Care Outreach and Education Project, and two phases of the Child Care Communication Project.

Most recently, the committee has received federal funding from the Child Care Initiatives Fund, Health and Welfare Canada, to establish a Child-Parent Resource Centre. This centre would be situated in a subsidized housing complex in the City of Corner Brook. A preschool program for two to five-year old children would be provided, as well as an after-school program for school-age children. Also, there would be a "drop-in service" for both parents and children to enable parents to access the toy lending library of "stimulating developmental toys" and to provide a focal point for parents to "interact and socialize in a meaningful manner." This two-and-a-half-year project should provide a vital service for the participating residents of Corner Brook and also serve as a model for other such community-based organizations (Dan Ashbourne, personal correspondence, 1990, September).

Summary

While there have been a number of important child care developments in Newfoundland and Labrador, significant limitations remain. The number of existing full-time child care spaces in licensed centres can serve only a small proportion of the total number of preschool-age children. There are no licensed supervised care for children under the age of two in the province. The majority of centres continue to be located in the St. John's/Avalon Peninsula region, with 65% of the centres located in an area representing 30% of the province's population.

The only training requirements and regulations pertain to the group supervisor, with little formal requirements or training for other staff. The community sees the need for licensed child care workers as a priority. The Department of Social Services intends to undertake a major review of the day care legislation. This legislation hopefully should lead to significant improvement in the quality of child care throughout the province of Newfoundland and Labrador.

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Chapter 3

AN OVERVIEW OF CHILD CARE LEGISLATION IN NEWFOUNDLAND

The following section provides an overview and discussion of:

1. the role and responsibilities of the provincial government with respect to the provision of child care services in the province of Newfoundland, including the relevant legislation pertaining to licensing of child care facilities.
2. the overall capacity of child care facilities and the availability of child care spaces.
3. government funding for child care services, including subsidies available for families in Newfoundland and operating grants for licensed child care.
4. staff education and training requirements, including wages and working conditions.
5. the availability of specialized programs for children such as special needs child care and native programs.
6. support services to the child care community.
7. professional organizations operating in the province.

This section describes the Newfoundland government's Day Care and Homemaker Services program as it existed in the fall of 1988 and the services provided under its auspices. Appendix A provides a glossary outlining Newfoundland's definitions for various care types.

Provincial Organizational Structure and Legislation: Child Day Care Services

Department of Social Services

In Newfoundland the Department of Social Services is responsible for the administration of legislation governing the licensing of child day care services and for the funding of such services.

Under the *Day Care and Homemaker Services Act* (1975) a seven member Provincial Licensing Board is mandated to ensure the maintenance of minimum standards relating to programing, staff, fire safety, and health through the application of the Act and Regulations. In addition to the licensing of day care facilities, the board has the power to certify employees in such facilities, but this power has not been applied to date for reasons related to limited educational resources and limited government funding. The board may cancel or suspend a

day care license if evidence is presented indicating a persistent failure to adhere to the requirements of the Act of 1975 and/or the Regulations of 1982. The Department of Education and the Department of Health are represented on the board.

In addition to these legislative responsibilities, the Department of Social Services provides funding support to low-income families requiring assistance to pay for child day care services and provides start-up and on-going grant funding to day care centres meeting licensing requirements.

The original legislation governing the licensing of child day care services was the *Welfare Institutions Licensing Act* (No. 61, 1966-67). This Act's original intent was to license special care facilities for senior citizens. Because it was felt to be an inappropriate vehicle for licensing child day care, an Interdepartmental Legislative Review Committee was convened in 1974, and a new act was proclaimed in 1975. The new act is entitled the *Day Care and Homemaker Services Act* (No. 67, 1975). Regulations were proclaimed in 1976, to be replaced in 1978 and again in 1982.

Presently the Regulations are being reviewed in order to propose changes that would:

- incorporate licensed family day care;
- distinguish requirements for after-school and part-time programs versus full-day programs;
- incorporate a group size requirement to make Section 16 (a) of regulations more specific.

Day care fee subsidization is provided through three separate legislative authorities. Under the *Day Care and Homemaker Services Act* (1975) fee subsidization is available to low-income, single-parent families, (employed; in training; or rehabilitation) using a sliding (geared to income) fee scale. Under the *Social Assistance Act* (No. 102, 1977) full fee subsidization is available to eligible families requiring day care for enrichment or child development reasons. Under the *Child Welfare Act* (No. 37, 1972) day care fee subsidization is made available to foster children and families of children with physical, developmental, or emotional disabilities.

Department of Education

Prior to 1987, under the *Act Respecting the Operation of Schools and Colleges in the Province*, (No. 346, 1970) the Department of Education retained the power to "approve" the operation of nursery schools/preschools as private schools. Statistics for 1981 show there were eight such programs, offering 495 spaces operating in the province (Newfoundland. Department of Education, 1983, May). Over a period of several years, public pressure was exerted on the Department of Education and the Department of Social Services to consolidate the regulation of day care and preschool centres under one piece of legislation, due to perceived inequities in the legislative treatment of both types of care. In 1987 the Department of Education, as a matter of policy, discontinued its role of approving preschools and with concurrent changes to the *Day Care and Homemaker Services Act* (1975) all responsibility for the licensing of both preschool and day care programs passed to the Department of Social Services.

These changes resulted in a clarification of the role and responsibilities of the Department of Education in the area of early childhood education. Apart from its membership on the Day Care and Homemaker Services Licensing Board, the Department of Education retains a formal responsibility for curriculum and programing standards in licensed child care centres. It employs a provincial early childhood education consultant who not only develops programing standards but, upon the request of the Licensing Board, can inspect licensed centres for compliance with those standards.

Finally, under the Department of Education, a publicly-funded kindergarten program is available for all children attaining their fifth birthday by December 31 of the school commencement year.

Department of Career Development and Advanced Studies

The Department of Career Development and Advanced Studies has responsibility for post-secondary early childhood education programs. Under the publicly funded community college system, the Department of Career Development and Advanced Studies retains responsibility for the approval of post-secondary instructional curriculums. The department also licenses private post-secondary training institutions and requires that instructional curriculums conform to set standards.

Department of Health

The Department of Health is represented on the Day Care and Homemaker Services Licensing Board and, in addition, provides certain inspection functions on behalf of the board. The Welfare Institutions Licensing and Inspection Authority (WILIA), a licensing body in the Department of Health responsible for the regulation of private senior citizens care facilities, performs building, fire and electrical code inspections on licensed child care centres. Public health inspectors, attached to Regional Medical/Health Units, perform regular public health inspections. Lastly, public health nurses provide regular visitation to licensed child care centres.

Provincial/Regional/District Responsibility

The Day Care and Homemaker Services Licensing Board is the official body responsible for the licensing and inspection of child day care facilities. The board is chaired by the Director of Day Care and Homemaker Services for the Department of Social Services and is comprised of three government representatives (Director of Child Welfare as Vice-Chair and one representative each from the Departments of Health and Education) and three nongovernment representatives. The board's members are appointed by the Lieutenant Governor-in-Council for a three-year term.

All applications for a day care license and for the renewal of a license are submitted to the board for consideration. An initial license is granted for a six-month term and thereafter is considered for renewal annually.

Principal responsibility for the inspection of licensed child day care centres rests with social workers employed by the Department of Social Services and designated as inspectors under the *Day Care and Homemaker Services Act*. The Department of Social Services has 52 district office locations throughout the province, organized into five management regions: Western, Central, Eastern,

St. John's and Labrador. At the provincial level, the department has a Division of Day Care and Homemaker Services, staffed by a social worker, an early childhood consultant, and a nutritionist to advise district offices on this area of responsibility.

Grant funding for licensed child day care centres is administered by the provincial office of the Department of Social Services. Day care fee subsidization is administered at the district office level by social workers who have been assigned responsibility for day care services or who represent the client in some other area of service (i.e. Child Welfare or Rehabilitation and Development Services).

Child Care Programs

Table 3.1 shows the number of private and non-profit facilities providing group care for each care and supplemental care category. Also displayed is the total licensed space capacity by program auspices and care type and September 1988 enrolment figures for care type as reported. Enrolment figures for public kindergarten programs have also been provided; however, these programs are under the aegis of the Department of Education and are not licensed by the Department of Social Services.

Table 3.1 **Licensed Program Type by Auspices**

Type	Facilities		Capacity	
	Profit ¹	Non-profit	Profit ¹	Non-profit
Centre-based Day Care				
Infant	N/A	N/A	N/A	N/A
Toddler	34	8	952	283
Preschool	19	1	452	50
School-age	N/A	3	N/A	125
Other				
Part-time Day Care, 2-5 year olds	1	3	16	66
Part-time Day Care, 3-5 year olds	14	8	341	171
Public kindergarten	N/A	N/A	N/A	8,959

¹ Private for-profit

Source: Canadian National Child Care Study, (1988). *Provincial/Territorial Questionnaire*.

Table 3.2 shows the number of facilities and capacity by care type and provides information on staff ratios, group size maximums, and maximum facility size.

Special Populations

Services to Native Families

There is only one program in the province serving native families and children. Meeting the needs of Inuit families, this licensed day care centre serving 15 children is sponsored by the Nain Women's Group in the most northerly inhabited community in Labrador.

There are no on-reserve child care programs in Newfoundland.

Special Needs

Community/integrated

Under the Day Care Subsidy Program, special needs children are integrated into licensed child care settings. Table 3.2 (appearing later in this text) shows that in October, 1988, 61 children were in receipt of subsidy for reasons related to physical or developmental disabilities. This is obviously only a very small portion of the children requiring such services. Special funding is not available to assist with integration apart from the provision of short-term one-on-one workers through community development projects employing social assistance clients.

Specialized

The Department of Social Services fully funds one very specialized non-profit program called the Daybreak Parent-Child Centre in St. John's. This centre is licensed for 50 children but is also funded to provide parent counselling, life- skills/literacy training, and mother/infant programs. The centre serves as a model for integrating preschool programing and parent involvement into an overall plan for family intervention. The majority of the families are in severe crisis and under the supervision of the Department of Social Services.

Geographic Distribution

The Department of Social Services Central management area, which encompasses the St. John's metropolitan area, contains the majority of licensed spaces (71%) and the majority of designated *full-time* licensed centres (47 of 65 centres reported provincially). This uneven distribution reflects St. John's region's highly concentrated population base in comparison with the rest of the province. It also suggests the effect of greater employment opportunities and a tendency to view licensed child care as an urban phenomenon. It should be noted that the information contained in Table 3.2 reflects year-end (March 1989) data for the fiscal year 1988-89 and therefore is slightly at variance with the statistics reported in Tables 3.1 and 3.4.

Table 3.2 **Distribution of Child Care Spaces By Region**

	Spaces	Number of Centres
St. John's	2,070	66
Eastern	164	9
Central	217	11
Western	249	15
Labrador	199	8

Source: Newfoundland. Department of Social Services. (n.d.). Unpublished data.

Funding

Subsidies

Under the Day Care Subsidy Program, full or partial fee subsidization is available to eligible low-income families using licensed child care facilities. The program gives priority to single-parent families participating in employment, training, or rehabilitation. Two-working-parent families are not eligible for assistance for reasons related to limited government fiscal resources. Other families may be eligible for subsidy assistance where child care services are required for enrichment or child development reasons.

Day care fee subsidization is available through several routes including an income-test program for families with earnings; through the social assistance route for qualifying families; and through the child welfare route for foster children and children with special needs.

Newfoundland does not impose a maximum limit on the subsidy fee charged but imposes a maximum limit of 50% on the number of spaces per centre that may be subsidized at any given time. For 1988 the monthly subsidized space cost for child care was \$285 (combines full and part-time subsidized cost). Table 3.3 provides information on the Day Care Subsidy Program by reason for subsidy and number of spaces subsidized.

Table 3.3

Day Care Subsidy By Relevant Characteristics, October 1988

Reason for Subsidy	Full-time	Part-time	Total
Child Care			
Employment	145	22	167
Other	78	19	97
Sub-Total	223	41	264
Child Development			
Child Protection	89	47	136
Child Disability	31	30	61
Enrichment/Other	131	111	242
Subtotal	251	188	439
Totals	474	229	703

Source: Newfoundland, Department of Social Services, Division of Day Care and Homemaker Services. (1988). *Monthly Subsidy Statistical Profile*. Unpublished document.

Grant Funding

Grant funding for licensed child care facilities is primarily the responsibility of the Department of Social Services. Grants are payable to both private (commercial) and non-profit services without distinction for auspices. Start-up funding is available to both full-time and part-time centres including nursery schools and preschools. The available grants include:

- Start-up: a once only grant of \$1,000 upon initial licensing.
- Equipment and Supply Grant: an annual grant of \$52 per child care space which is available only to full-time group day care centres.

The Department of Social Services receives an annual budget of \$40,000 to provide training and in-service sessions for licensed day care centre staff. Annually \$15,000 of this amount is granted to the Newfoundland and Labrador Community Services Council to offer part-time evening courses toward a one-year certificate program in early childhood education.

Under the Department of Rural, Agricultural and Northern Development, day care centres have been designated as eligible small enterprises for Rural Development Authority Incentive Loans. This program allows access to preferred interest loans for start-up costs at favorable terms.

Staff in Child Care

Type of Education/Training Required

As of 1988 Newfoundland had not established specific staff qualification standards for child care workers. This lack of qualification standards is related principally to the absence, until very recently, of post-secondary early childhood education programs. (This province's first two-year post-secondary diploma program graduated its first students in 1988.) In the absence of specific qualifications, the Licensing Board requires that the Program Director/Group Supervisor must have minimally one year of academic or supervised experience in a field relevant to the care of children.

Table 3.4 Licensed Program Type by Relevant Characteristics

Type	Child Age	Staff/Child ratio	Maximum		Facilities	Total Capacity 1988	Total ¹ Enrolment for 1988
			Group size	Facility size			
Infant	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Centre-based Day Care							
Toddler/Preschool	2-5 Years	1:6 (2 Year olds) 1:8 (3-5 Year olds only)	25	50	42	1,235	909
Preschool	3-5 Years	1:8	25	50	20	502	469
School-age	6-12 Years	1:15	25	50	3	125	75
Other							
Part-time day care	2-5 Years	1:6 (2 Year olds) 1:8 (3-5 Year olds only)	25	50	4	82	119
Part-time day care	3-5 Years	1:8	25	50	30	638	859

¹ Enrolment figures are underestimated due to non-reporting. For Centre-based Day Care only 59 of 65 centres reported. For part-time day care only 22 of 34 centres reported.

Source: Canadian National Child Care Study. (1988). Provincial/Territorial Questionnaire.

Prospective employees of a licensed day care centre are required to produce a medical certificate and three written references (one of which must be from an immediate past employer) on an approved form issued by the Department of Social Services.

There are no required training standards with the exception of the Program Director/Group Supervisor, who must possess minimally one year of academic or supervised work experience in a field related to the care of young children.

Table 3.5 provides some insight into the range of educational backgrounds possessed by child care workers. The information dates to 1983 and was compiled on all day care centres licensed at that time (Early Childhood Development Association, 1983).

Table 3.5

Early Childhood Education Backgrounds of Present Early Childhood Educators by Education Level (circa 1983)

	Percent of Operators		Percent of Staff		Percent of all Early Childhood Educators
	Grade 13/ or less	University	Grade 13/ or less	University	
Degree or Diploma in Early Childhood Education	0	5	0	3	4
Memorial University Extension Courses					
100 hours	2	0	0	5	4
200 hours	7	2	0	1	4
Child Development Services Annual Two Week Summer School in Truro, Nova Scotia	0	2	1	3	4
B.A.(Ed.) - (or are presently working towards it)	0	26	0	17	20
Attended some Early Childhood Education Workshops/Seminars	36	38	38	25	67
Attended No Early Childhood Education Workshops/Seminars	14	7	27	12	33

Source: Early Childhood Development Association. (1983). *Focus on Training*.

Note: Please note that percent figures do not add up to 100 as an individual may be counted in more than one educational category.

The study surveyed 42 of the 46 then licensed centres, plus two unlicensed centres.

Type of Education/Training Available

Post-secondary early childhood education programs became available only in 1983 with the commencement of a one-year certificate program funded through Canada Employment and Immigration and offered under the auspices of a provincially licensed private training institution.

In 1986 the first two-year diploma program commenced at the publicly funded Cabot Institute of Applied Arts and Technology. The first graduates of that program completed their course of study in June of 1988.

Both these educational programs are located in the St. John's metropolitan area, thus curtailing the provincial availability of such post-secondary opportunities. However, 1988 gave cause for optimism as three new programs emerged, two on the west coast of the province. In Corner Brook the public institution Fisher Institute of Applied Arts and Technology commenced a two-year diploma program, and a private training institution, the Newfoundland Career Academy, commenced a one-year certificate program. In addition, the Newfoundland Career Academy initiated a one-year program in St. John's.

Child Care Worker Certification

Section 7 (d) of the *Day Care and Homemaker Services Act* (1975) as well as Section 42 of the Regulations, 1982, enables the Licensing Board to prescribe classifications and establish standards for issuing certificates to persons employed in licensed child care centres.

The Licensing Board has refrained from applying this power because of limited opportunities for post-secondary training and limited fiscal resources.

Number of Caregivers

There is no specific data available on the number of caregivers employed in licensed child care facilities.

Wages and Working Conditions

The only available information on wages and working conditions emerges from a small sample survey conducted by the Department of Social Services in December of 1987. Table 3.6 reproduces that information showing that average child care worker salaries were only slightly above the minimum wage of \$4.00 per hour.

Table 3.6 **Salaries and Benefits Sample Survey, 1987**

Centre	Director/ Supervisor \$	Head Teacher \$	Teachers \$	Benefits
Centre A (50 spaces) funded (unionized, publicly-funded centre) St. John's	Director 14.90/hr Supervisor 10.10/hr	8.56/hr	7.93/hr	Medical: Prescription and dental Vacation: 4 weeks per year Sick leave: 18 days per year
Centre B (50 spaces) (Large non-profit) St. John's	9.60/hr	7.20/hr	6.00/hr	Medical: Prescription and dental Vacation: 3.5 weeks per year Sick leave: 12 days per year
Centre C & D (70 spaces) (Small & large profit centres) St. John's	5.50/hr	4.25/hr	4.25/hr	Medical: none Vacation: 2 weeks per year Sick leave: none
Centre E (42 spaces) (large, profit) Corner Brook	N/A	4.00/hr + .30/hr after 4 mos.	4.00/hr + .30/hr after 4 mos.	Medical: none Vacation: 2 weeks per year Sick leave: as needed
Centre F (36 spaces) (non-profit, medium) Labrador	6.50/hr	5.00/hr	4.00/hr	Medical: none Vacation: 2 weeks per year Sick leave: 12 days per year
Centre G (14 spaces) (small, profit) Corner Brook	does not take a salary	4.50/hr	4.50/hr	Medical: none Vacation: 2 weeks per year Sick leave: as needed
Centre H (30 spaces) (non-profit/preschool) Grand Falls	7.10/hr	4.74/hr	4.47/hr	Medical: prescription and dental Vacation: 2 weeks per year Sick leave: 10 days per year
Centre I (32 spaces) (small, profit) St. John's	6.25/hr	4.50/hr	4.30/hr	Medical: workmen's compensation Vacation: 2 weeks per year Sick leave: 12 days per year
Averages	7.30/hr	5.34/hr	4.93/hr	Medical: 42% have a plan Vacation: 2 weeks per year Sick leave: 12 days per year

Source: Newfoundland. Department of Social Services, Division of Day Care and Homemaker Services. (1987, December). Unpublished informal survey conducted by Director, Day Care and Homemaker Services Division.

Professional Associations

At the present time there are no professional organizations representing the field of early childhood education in this province. However, at the time of writing, organizational activities are underway to form an association representing early childhood practitioners. This attempt is viewed as very positive in terms of enhancing the profession of early childhood education in this province.

OTHER PROVINCIAL ASSOCIATIONS

Over a period of several years a number of provincial associations have emerged to play a significant role in the development of child care services.

The Newfoundland and Labrador Day Care and Preschool Owners and Operators Association represents the interests of day care licensees and has been a strong advocate for improved government policies and programs in the child care field.

Representing the child care needs of families, both the Day Care Advocates Association based in St. John's and the Corner Brook Citizens Action Child Care Committee situated in Newfoundland's second largest urban centre have focused public attention on the issue of child care.

The absence of school-age child care is emerging as a major concern in this province, and the efforts of the St. John's YM-YWCA have been significant not only in providing such services, but also in advocating for appropriate legislation to cover this area of care.

In Labrador the Early Childhood Development Association of Happy Valley-Goose Bay, an association of parents and concerned individuals, has a past history of active involvement on the provincial scene in promoting early childhood training opportunities. In addition, the association operates two community-based centres.

APPENDIX A

GLOSSARY OF DEFINITIONS

Licensed Core Care Types

1. Centre-Based Group Care (CDC) is group care for five or more children (including children of staff members in attendance) in a facility which may include a private dwelling, a portion of which has been devoted exclusively to this activity. A centre may not exceed a maximum size of 50 children (Regulation 14) and group size may not exceed 25 children (Regulation 16(A)). Children ages two to 12 years may be cared for in licensed centres (Regulation 9).
 2. Family Day Care (FDC): no provision exists for family day care in present legislation nor is there provision for funding.
 3. Family Group Day Care (FGDC): as with family day care, not applicable.
 4. Infant Care: there are no licensed child care services for infants. Section 9 of the Regulations, 1982, prohibits children under two years from being in attendance at licensed centre-based group care facilities.
 5. Toddler Care: refers to children who have attained the age of 24 months and are cared for in group centres licensed for ages two to five years.
 6. Preschool-age Care: centre-based group care for children three to five years of age.
 7. School-age Care: centre-based group care for children six to 12 years; also includes half-day child care for kindergarten children.
-

Supplementary Care Types

1. Informal Child Care: refers to private, unlicensed child care which does not exceed four children in attendance, including the children of the caregivers.
 2. Part-time Day Care Centres: licensed centre-based group care which operate on a part or half-day basis for children under six years; may include nursery and preschool programs.
 3. Public Kindergarten: Half-day educational programs operated under the aegis of the Ministry of Education for children attaining age five years by December 31 of the school commencement year.
 4. Private Kindergarten: not applicable.
 5. Junior Kindergarten: not applicable. Some school boards under the Department of Education may operate preschool readiness programs, but these must meet the licensing requirements of the Department of Social Services.
 6. Recreation Programs: recreational programs for children offered primarily through the parks and recreation committees of local municipalities and Local Improvement Districts; sponsors may also include community-based organizations. Summer/vacation camps fall into this category. Such programs are unlicensed.
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Informal Sector and Excluded Care Types

Unlicensed Care

Private caregiving for four or less children (including the caregiver's own children in attendance) does not require a license. Statistics on the number of child care spaces provided by this type of care are not maintained. Although child care subsidies are not available, eligible families under the Social Assistance Program may qualify for financial assistance with private child care arrangements.

Excluded Care

Several types of care are excluded or exempted from licensing requirements. These include:

1. Parent-supervised programs. As a matter of policy, programs conducted in such a manner that the parents of the children in attendance are immediately available and on-site have been excluded from licensing.
 2. Programs less than nine hours weekly. Under Section 3.(3)(a) and (b) of the Regulations, 1982, programs that operate for nine or fewer hours weekly may apply to the Licensing Board for an exemption from licensing requirements. However, the board usually will require a health and safety inspection of the premises in question and will require that staff/child ratios be maintained.
 3. Programs operated for less than six months and for special cause. As with the preceding category, exemptions are possible under Section 3.(3)(a) and (b) of the 1982 Regulations. This clause was created to provide flexibility in responding to the needs of more rural communities with seasonal work patterns and limited community infrastructure.
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Chapter 4

AN OVERVIEW OF NATIONAL CHILD CARE SURVEY DATA FOR NEWFOUNDLAND

Introduction

As noted in the introduction of the CNCCS Provincial-Territorial series, *Canadian Child Care in Context: Perspectives from the Provinces and Territories*, parent survey data were collected in each of the provinces in the fall of 1988. The sampling methodology employed was that of the on-going Statistics Canada Labour Force Survey (LFS) which routinely collects data in each of the provinces, but not in either territory. In order to create a large enough sample in each of the provinces to make certain reliable statements regarding child care usage for the total population (population estimates) the standard monthly LFS sample was augmented with additional rotation groups to create an appropriate sample size for the purposes of the Canadian National Child Care Study (see the *CNCCS Introductory Report*, Lero, Pence, Shields, Brockman, & Goelman, 1992 for additional information on the methodology of the study).

This chapter, which is based on data collected for the Canadian National Child Care Study (CNCCS), will provide information on families and children in Newfoundland, with some national perspectives as well. The information is presented in three sections which approximately correspond to three CNCCS Survey analysis sites:

- I. *Family composition and characteristics* data were developed at the University of Manitoba under the direction of Dr. Lois Brockman, principal investigator, and Ms. Ronalda Abraham, analyst.
- II. *Parents and work* data were developed at the University of Guelph under the direction of Dr. Donna Lero, principal investigator and project director, and Dr. Sandra Nuttall, senior data analyst.
- III. *Child care* data were developed at the University of British Columbia under the direction of Dr. Hillel Goelman, University of British Columbia, principal investigator, and Dr. Alan Pence, University of Victoria, principal investigator and project co-director. Senior analysts at University of British Columbia were Dr. Jonathan Berkowitz and Dr. Ned Glick.

In reading the following information it should be understood that the data represent a "snapshot" of Canadian life, the experiences of one week in the lives of interviewed families. But from this one week a composite picture of Canadian families and their child care experiences can be constructed. The sample size of 24,155 interviewed families with 42,131 children 0-12 years of age is sufficiently large to generate precise population estimates for the whole of the country and for each of the provinces. The sample represents 2,724,300 families nation-wide with 4,658,500 children under the age of 13 years.

The data presented in the following sections are fundamentally of two forms: 1) numbers of families, and 2) numbers of children in those families. (Please note that in reviewing the Chapter 4 tables, numbers have been rounded and therefore totals and percentages may not reconcile.) This report uses age breakdowns similar to those utilized in the *Status of Day Care in Canada* reports (1972 - present) published annually by Health and Welfare Canada: 0-17 months, 18-35 months, 3-5 years, 6-9 years, 10-12 years. A glossary of terms used in this chapter is provided in the Appendices to the volume.

The survey data presented in this chapter should be read in the social, historical and legislative context provided in the other chapters of the Newfoundland Report. As noted earlier, each of the three sections, while focusing primarily on provincial data, will provide a brief overview of Canadian data as well, generally at the beginning of each section.

I. Family Composition and Characteristics

Family Structure and Employment Status

1. Canada

In the fall of 1988 there were 2,724,300 families with children 0-12 years of age living in Canada. Of these, 2,324,800 (85.3%) were two-parent families and the remaining 399,500 (14.7%) were one-parent families. Family status figures for Canada by one and two-parent configuration, employment status, and number of children 0-12 years of age are shown in Table 4.1.

Both parents were employed in 1,341,500 (57.7%) of two-parent families, one parent was employed in 895,900 (38.5%) of these families, and neither parent was employed in 87,400 (3.8%) of the two-parent families. In one-parent families, the parent was employed in 217,900 (54.5%) of cases; the remaining 181,600 (45.5%) parents from one-parent families were not employed. (See glossary for definitions of terms used by the CNCCS).

Table 4.1 Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Canada

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	1,007,700	971,300	345,800	2,324,800
Both parents employed	618,100	560,200	163,200	1,341,500
One parent employed	349,300	379,100	167,600	895,900
Neither parent employed	40,300	32,100	15,000	87,400
One-parent families	253,400	114,100	32,000	399,500
Parent employed	149,800	56,400	11,800	217,900
Parent not employed	103,600	57,800	20,300	181,600
All families	1,261,100	1,085,500	377,800	2,724,300

The 2,724,300 Canadian families included 4,658,500 children 0-12 years of age. Of these children, 2,164,800 (46.5%) were 0-5 years of age and 2,493,700 (53.5%) were 6-12 years of age. A detailed description of the distribution of children in one and two-parent families, by age grouping, is shown in Table 4.2.

Of the total number of children 0-12 years of age living in Canada, during the reference week, 4,071,600 (87.4%) lived in two-parent families and 586,900 (12.6%) lived in one-parent families.

Table 4.2 **Number and Percentage of Children by Age Groups, in One And Two-Parent Families in Canada**

		Two-Parent Families	One-Parent Families	Total Number of Children
0-17 months	No.	509,500	49,600	559,100
	%	91.1	8.9	100.0
18-35 months	No.	476,600	55,300	531,900
	%	89.6	10.4	100.0
3-5 years	No.	939,900	133,900	1,073,800
	%	87.5	12.5	100.0
6-9 years	No.	1,238,700	198,100	1,436,800
	%	86.2	13.8	100.0
10-12 years	No.	906,900	150,000	1,056,900
	%	85.8	14.2	100.0
Total	No.	4,071,600	586,900	4,658,500
	%	87.4	12.6	100.0

Almost half (49.5%) of children 0-12 years of age lived in families in which both parents (in a two-parent family) or the single parent (in a one-parent family) were employed either full-time or part-time. The number of children in each age group with employed parents is presented in Table 4.3. More than one third (34.0%) of children 0-17 months of age lived in families in which both parents, or the one parent (in one-parent families), were employed full-time or part-time. This percentage increased to 58.1% for children 10-12 years of age.

Table 4.3 Number and Percentage of Children, by Age Groups, and by the Employment Status of Parents in Canada

		Parent(s) employed full-time ¹	Parent(s) employed part-time ¹	One parent p/t and one parent f/t	One parent f/t and one parent not employed	One parent p/t and one parent not employed	Parent(s) not employed ¹	Total
0-17 months	No.	103,500	11,800	75,200	260,500	25,300	82,700	559,000
	%	18.5	2.1	13.5	46.6	4.5	14.8	100.0
18-35 months	No.	131,300	13,600	85,500	212,600	20,000	68,800	531,900
	%	24.7	2.6	16.1	40.0	3.8	12.9	100.0
3-5 years	No.	279,300	30,300	195,100	393,900	41,000	134,200	1,073,900
	%	26.0	2.8	18.2	36.7	3.8	12.5	100.0
6-9 years	No.	439,500	43,200	282,600	462,700	46,300	162,500	1,436,800
	%	30.6	3.0	19.7	32.2	3.2	11.3	100.0
10-12 years	No.	383,900	34,100	196,700	302,400	28,900	111,000	1,056,900
	%	36.3	3.2	18.6	28.6	2.7	10.5	100.0
Total	No.	1,337,500	133,000	835,100	1,632,100	161,500	559,200	4,658,500
	%	28.7	2.9	17.9	35.0	3.5	12.0	100.0

Key: ¹ Columns one, two and six refer to two-parent families where both parents fit the employment description, and to one-parent families where the single parent fits the employment description. (Columns three, four and five refer only to two-parent families.)

2. Newfoundland

There were 70,400 families with children 0-12 years of age living in Newfoundland. Of these, 61,400 (87.2%) were two-parent families, and 9,000 (12.8%) were one-parent families.

Both parents were employed in 24,100 (39.3%) of the two-parent families, one parent was employed in 28,700 (46.7%) of the two-parent families; and neither parent was employed in 8,600 (14.0%) of two-parent families. In one-parent families, the parent was employed in 3,300 (36.7%) of cases. The majority, 5,700 (63.3%) of parents from one-parent families were not employed.

Table 4.4 Family Structure and Employment Status of Parents by Number of Children 0-12 Years of Age in Newfoundland

	Number of Children 0-12 Years of Age in Family			
	1	2	3 or more	Total
Two-parent families	29,200	24,500	7,800	61,400
Both parents employed	12,200	9,700	2,300q	24,100
One parent employed	12,800	11,900	4,000	28,700
Neither parent employed	4,200	2,900q	...	8,600
One-parent families	5,900	2,200q	...	9,000
Parent employed	2,400q	...	...	3,300
Parent not employed	3,500	...	...	5,700
All families	35,000	26,700	8,700	70,400

Table 4.5 indicates that a higher proportion of two-parent families than one-parent families living in Newfoundland had two or more children 0-12 years of age. Conversely, a higher proportion of one-parent families than two-parent families had only one child 0-12 years of age. Relatively few, both one-parent (10.0%) and two-parent (12.7%) families, had three or more children 0-12 years of age.

Table 4.5 **Number of One and Two-Parent Families with Children 0-12 Years of Age In Newfoundland**

		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Number of two-parent families	No.	29,200	24,500	7,800	61,400
	%	47.5	39.8	12.7	100.0
Number of one-parent families	No.	5,900	2,200q	...	9,000
	%	65.6	24.2	...	100.0
Total	No.	35,000	26,700	8,700	70,400
	%	49.8	37.9	12.3	100.0

The 70,400 families in Newfoundland included a total of 116,600 children 0-12 years of age. The distribution of these children by age group and by family type is shown in Table 4.6. Of the 116,600 children 0-12 years of age, 103,400 (88.6%) lived in two-parent families and 13,300 (11.4%) lived in one-parent families. More than two-fifths, 42.0%, of children in two-parent families were 0-5 years of age. By comparison, 46.6% of children from one-parent families were 0-5 years of age.

Table 4.6 **Number and Percentage of Children, by Age Groups, in One And Two-Parent Families in Newfoundland**

		Two-parent families	One-parent families	Total number of children
0-17 months	No.	10,300	...	11,900
	%	86.5	...	100.0
18-35 months	No.	10,500	...	12,100
	%	86.3	...	100.0
3-5 years	No.	22,600	2,900q	25,500
	%	88.6	11.4	100.0
6-9 years	No.	33,200	3,800	37,000
	%	89.7	10.3	100.0
10-12 years	No.	26,800	3,300	30,100
	%	89.1	10.9	100.0
Total	No.	103,400	13,300	116,600
	%	88.6	11.4	100.0

Urban and Rural Families

The CNCCS Survey collected information on the location of families and children within each of the provinces. Regions of each province were described on the basis of population size and density. A rural area was defined as a territory lying outside urban centres and with populations of less than 15,000. Urban centres were classified as either "large urban centres" with populations of 100,000 or greater, or as "mid-sized urban centres" with populations ranging from 15,000 to 99,999.

A majority (52.6%) of families in Newfoundland with children 0-12 years of age lived in rural areas. Approximately one-quarter (27.3%) of families with children 0-12 years of age lived in large urban centres, and the remaining 20.3% lived in mid-sized urban centres. Table 4.7A presents Newfoundland data while Table 4.7B represents comparable data on Canada.

Table 4.7A **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living In Rural and Urban Newfoundland**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	9,800	7,300	2,100q	19,200
	%	50.8	37.9	11.3	100.0
Mid-size urban centres (15,000-99,999)	No.	6,900	5,500	...	14,300
	%	48.4	38.6	...	100.0
Rural areas (less than 15,000)	No.	18,400	13,900	4,700	37,000
	%	49.7	37.6	12.7	100.0
Total	No.	35,000	26,700	8,700	70,400
	%	49.9	37.9	12.2	100.0

Table 4.7B **Number and Percentage of Families, by Numbers of Children 0-12 Years of Age in the Family, Living in Rural and Urban Canada**

Number of families in:		Number of Children 0-12 Years of Age in Family			
		1	2	3 or more	Total
Large urban centres (100,000 and more)	No.	770,200	606,100	190,700	1,567,000
	%	49.1	38.7	12.2	100.0
Mid-size urban centres (15,000-99,999)	No.	164,300	145,600	49,000	358,900
	%	45.8	40.6	13.6	100.0
Rural areas (less than 15,000)	No.	326,500	333,800	138,100	798,400
	%	40.9	41.8	17.3	100.0
Total	No.	1,261,100	1,085,500	377,800	2,724,300
	%	46.3	39.8	13.9	100.0

Table 4.8 provides information on age groups living in rural and urban Newfoundland. The 37,000 families in rural Newfoundland included 61,400 children 0-12 years of age (1.7 children per family). The 14,300 families in mid-sized urban areas included 23,800 children 0-12 years of age (1.7 children per family); and in large urban centres the 19,200 families included 31,500 children 0-12 years of age (1.6 children per family).

Of the 61,400 children 0-12 years of age in rural areas, 36,100 (58.8%) were 6-12 years of age. By comparison, 14,200 (59.7%) of children 0-12 years of age in mid-sized urban areas and 16,800 (53.3%) of children in large urban centres were 6-12 years of age. A higher proportion of children 0-3 years were living in large urban centres. Of the 31,500 children 0-12 years of age who lived in large urban centres, 7,600 (24.0%) were 0-35 months of age, compared with 11,700 (19.0%) of the 61,400 children in rural areas.

Table 4.8 **Number of Children, by Age Groups, Living In Rural and Urban Newfoundland**

Ages of children		Number of Children Living in			Total
		Large urban centres (100,000 and more)	Mid-size urban centres (15,000-99,999)	Rural areas (15,000 and less)	
0-17 months	No.	3,800	2,300q	5,800	11,900
	%	31.9	19.3	48.7	100.0
18-35 months	No.	3,800	2,400q	5,900	12,100
	%	31.4	19.8	48.8	100.0
3-5 years	No.	7,100	4,900	13,500	25,500
	%	27.8	19.2	52.9	100.0
6-9 years	No.	9,400	7,800	19,800	37,000
	%	25.4	21.1	53.5	100.0
10-12 years	No.	7,400	6,400	16,300	30,100
	%	24.6	21.3	54.1	100.0
Total number of children	No.	31,500	23,800	61,400	116,600
	%	27.0	20.4	52.6	100.0

Special Needs

Tables 4.9 and 4.10 provide information on families in Newfoundland which included at least one child 0-12 years of age with special needs. In the CNCCS, a child with special needs was defined as a child with a long-term disability, handicap or health problem.

Of the 70,400 families with children 0-12 years of age living in Newfoundland, 6,100 (8.7%) included at least one child with special needs. Of these families with a special needs child, 2,600 (42.6%) had only one child, and 3,400 (57.4%) included two or more children, as compared with the overall Newfoundland figures of 49.8% of families with one child and 50.2% with two or more children 0-12 years of age.

Table 4.9 **Number of Families which Include At Least One Child 0-12 Years of Age With Special Needs in Newfoundland by Number of Children in the Family**

Number of children in family:		Number of families with special needs child(ren)	Number of families with no special needs child(ren)	Total number of families
1 child	No.	2,600q	32,400	35,000
	%	7.4	92.6	100.0
2 children	No.	2,500q	24,200	26,700
	%	9.4	90.6	100.0
3 or more children	No.	...	7,800	8,700
	%	...	89.7	100.0
Total	No.	6,100	64,300	70,400
	%	8.7	91.3	100.0

A total of 6,500 children 0-12 years of age with special needs were living in Newfoundland. The age distribution of these children is shown in Table 4.10. These 6,500 children comprised 5.6% of the 116,600 children 0-12 years of age living in Newfoundland. However, the percentage of children with special needs was not constant across all age groups. For example, approximately 2.9% of children in the 3 year age span of 0-35 months of age in Newfoundland were described as having special needs, compared with 7.6% of children in the older 10-12 age group.

Table 4.10 **Number of Children 0-12 Years of Age With Special Needs In Newfoundland**

		Number of children with special needs	Number of children with no special needs	Total number of children
0-17 months	No.	...	11,500	11,900
	%	...	96.6	100.0
18-35 months	No.	...	11,800	12,100
	%	...	97.5	100.0
3-5 years	No.	...	24,200	25,500
	%	...	94.9	100.0
6-9 years	No.	2,700q	34,300	37,000
	%	7.3	92.7	100.0
10-12 years	No.	...	28,300	30,100
	%	...	94.0	100.0
Total number of children	No.	6,500	110,100	116,600
	%	5.6	94.4	100.0

The second section of Chapter Four will focus on *Parents and Work* data. As with the first section, an overview of Canadian data will be presented first with provincial data following.

II. Parents and Work

The CNCCS Survey collected information on the employment status of parents within families which included at least one child 0-12 years of age. The focus of many of the following Tables is the employment status of the parent most responsible for making the child care arrangements. In the following text the term "Interviewed Parent" (IP) is used to indicate that parent. In two-parent families, in which child care arrangements were made jointly and equally, the female parent was designated as the IP. Employment status in this section is referred to by the terms full-time and part-time employment. Full-time employment refers to a person who was employed for 30 or more hours per week, and part-time employment refers to a person who was employed for less than 30 hours per week at all jobs.

1. Canada

Table 4.11 provides information on the employment status of parents in families which included children 0-5 and children 6-12 years of age. Both parents were employed in 743,200 (53.4%) of the 1,391,900 two-parent families which included at least one child 0-5 years of age. By comparison, 83,900 (43.0%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 598,300 (64.0%) of the 932,900 two-parent families, and 134,000 (65.5%) of parents were employed in one-parent families.

Table 4.11 **Employment Status of Parents With and Without Children 0-5 Years of Age in Canada**

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Families with at least one child 0-5 years of age	No.	743,200	593,200	55,500	83,900	110,900	1,586,700
	%	46.8	37.4	3.5	5.3	7.0	100.0
Families with at least one child 6-12 years of age and with no children 0-5 years of age	No.	598,300	302,700	31,900	134,000	70,700	1,137,600
	%	52.6	26.6	2.8	11.8	6.2	100.0
Total	No.	1,341,500	895,900	87,400	217,900	181,600	2,724,300
	%	49.2	32.9	3.2	8.0	6.7	100.0

There were 2,724,300 families in Canada with children 0-12 years of age. As shown in Table 4.12, 1,168,200 (42.9%) of IP's from these families were employed full-time. A further 466,000 (17.1%) IP's were employed part-time and 1,090,200 (40.0%) IP's were not employed.

Table 4.12 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
IP with at least one child 0-5 years of age	No.	558,200	237,100	650,100	1,445,300
	%	38.6	16.4	45.0	100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No.	610,000	228,900	440,100	1,279,000
	%	47.7	17.9	34.4	100.0
Total	No.	1,168,200	466,000	1,090,200	2,724,300
	%	42.9	17.1	40.0	100.0

Of the 4,658,500 children 0-12 years of age in Canada, 1,841,300 (39.5%) lived in families in which the IP was employed full-time. A further 839,000 (18.0%) of children lived in families in which the IP was employed part-time. A total of 1,978,200 children (42.5%) lived in families in which the IP was not employed.

There were 2,164,800 children 0-5 years of age in Canada. Of these, 1,138,100 (52.6%) lived in families in which the IP was employed either full-time (35.5%) or part-time (17.1%). By comparison, of the 2,493,700 children 6-12 years of age, 1,542,100 (61.8%) lived in families in which the IP was employed either full-time (43.0%) or part-time (18.8%).

Table 4.13 **Number of Children by Age and the Employment Status of the Interviewed Parent in Canada**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No.	195,000	81,500	282,500	559,000
	%	34.9	14.6	50.5	100.0
18-35 months	No.	186,000	90,500	255,400	531,900
	%	35.0	17.0	48.0	100.0
3-5 years	No.	388,200	196,900	488,700	1,073,900
	%	36.2	18.3	45.5	100.0
6-9 years	No.	586,300	275,100	575,400	1,436,800
	%	40.8	19.1	40.0	100.0
10-12 years	No.	485,800	194,900	376,200	1,056,900
	%	46.0	18.4	35.6	100.0
Total	No.	1,841,300	839,000	1,978,200	4,658,500
	%	39.5	18.0	42.5	100.0

2. Newfoundland

Table 4.14 provides information on the employment status of parents in families which included a youngest child 0-5 years of age and a youngest child 6-12 years of age. Both parents were employed in 12,600 (37.7%) of the 33,400 two-parent families which included at least one child 0-5 years of age. By comparison, 1,600 (31.4%) of parents were employed in one-parent families which included at least one child 0-5 years of age. The percentage of families in which both parents (in two-parent families) and the parent (in one-parent families) were employed, increased in families in which there were no children 0-5 years of age. In the age group 6-12 years, both parents were employed in 11,500 (41.1%) of the 28,000 two-parent families and 1,700 (43.6%) of parents were employed in one-parent families.

Table 4.14 Employment Status of Parents With and Without Children 0-5 Years of Age in Newfoundland

		Two Parent Families			One Parent Families		Total number of two parent and one parent families
		Both parents employed	One parent employed	Neither parent employed	Parent employed	Parent not employed	
Family with at least one child 0-5 years of age	No.	12,600	15,800	5,000	1,600	3,500	38,600
	%	32.7	41.1	12.9	4.3	9.0	100.0
Family with at least one child 6-12 years of age and with no children 0-5 years of age	No.	11,500	12,800	3,700	1,700	2,200	31,900
	%	36.1	40.2	11.5	5.3	6.9	100.0
Total	No.	24,100	28,700	8,600	3,300	5,700	70,400
	%	34.3	40.7	12.3	4.7	8.1	100.0

The employment status of the Interviewed Parent (IP) in families in Newfoundland with children 0-12 years of age, is shown in Table 4.15. Of the total of 70,400 families with children 0-12 years of age in Newfoundland, 25,700 (36.4%) of IPs were employed full-time, 6,100 (8.6%) were employed part-time, and 38,700 (55.0%) were not employed.

Of the 38,600 families in Newfoundland with at least one child 0-5 years of age, 13,500 (35.0%) of the IPs were employed full-time and 3,100 (8.1%) were employed part-time. The majority 21,900 (56.8%) IPs with children 0-5 years of age were not employed.

The percentage of IPs who were employed full-time and part-time was higher in families in which there were no children 0-5 years of age. Complementing this, a higher percentage of IPs were not employed in families in which there were children 0-5 years of age.

Table 4.15 **Employment Status of the Interviewed Parent With and Without Children 0-5 Years of Age In Newfoundland**

Number of families		Employment Status of IP			Total
		Full-time	Part-time	Not Employed	
IP with at least one child 0-5 years of age	No. %	13,500 35.0	3,100 8.1	21,900 56.8	38,600 100.0
IP with at least one child 6-12 years of age and with no children 0-5 years of age	No. %	12,200 38.2	2,900q 9.2	16,800 52.7	31,900 100.0
Total	No. %	25,700 36.4	6,100 8.6	38,700 55.0	70,400 100.0

Table 4.16 indicates the number and the ages of children by the employment status of the IP. Of the 116,600 children 0-12 years of age in Newfoundland, 39,600 (34.0%) lived in families in which the IP was employed full-time and 10,500 (9.0%) lived in families in which the IP was employed part-time. The majority, 66,500 (57.0%) lived in families in which the IP was not employed.

There were 24,000 children 0-35 months in Newfoundland. Of these, 9,500 (39.6%) lived in families in which the IP was employed either full-time (32.9%) or part-time (6.7%). By comparison, of the 30,100 children 10-12 years of age in Newfoundland, 13,200 (43.9%) lived in families in which the IP was employed either full-time (34.6%) or part-time (9.4%).

Table 4.16 **Number of Children by Age Groups and the Employment Status of the Interviewed Parent in Newfoundland**

		Employment Status of IP			Total
		Full-time	Part-time	Not employed	
0-17 months	No. %	3,400 28.5	...	7,800 65.9	11,900 100.0
18-35 months	No. %	4,500 37.2	...	6,700 55.0	12,100 100.0
3-5 years	No. %	9,000 35.1	2,300q 9.1	14,300 55.8	25,500 100.0
6-9 years	No. %	12,400 33.4	3,800 10.3	20,900 56.4	37,000 100.0
10-12 years	No. %	10,400 34.6	2,800q 9.4	16,900 56.1	30,100 100.0
Total	No. %	39,600 34.0	10,500 9.0	66,500 57.0	116,600 100.0

Family Income

The income received by the Interviewed Parent and spouse or partner in two-parent families in 1987 is indicated in Table 4.17A (Newfoundland) and Table 4.17B (Canada). The combined parental incomes reported in these tables include gross income from wages and salaries, net income from self-employment, transfer payments (such as UIC and Family Allowance), and other income sources (such as scholarships, and private pensions).

Table 4.17A

Distribution of Families in Newfoundland Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	24,600	34.9	34.9
\$20,001-\$30,000	15,500	22.0	56.9
\$30,001-\$40,000	13,300	18.9	75.8
\$40,001-\$50,000	7,900	11.2	87.0
\$50,001-\$60,000	4,800	6.7	93.7
More than \$60,000	4,400	6.2	99.9
Total	70,400	100.0%	

Table 4.17B

Distribution of Families in Canada Across Selected Income Ranges Based on 1987 Combined Parental Income

Combined Parental Income	Number and Percentage of Families		Cumulative Percentage
	No.	%	
Less than \$20,000	570,100	20.9	20.9
\$20,001-\$30,000	426,000	15.6	36.5
\$30,001-\$40,000	544,000	20.0	56.5
\$40,001-\$50,000	455,400	16.7	73.2
\$50,001-\$60,000	313,600	11.5	84.7
More than \$60,000	415,200	15.2	99.9
Total	2,724,300	100.0	

III Child Care Arrangements

The third and final section of this chapter will focus on child care arrangements used for two different purposes: (1.) subsection A will present data regarding various forms of care used during the reference week for more than one hour, regardless of the reason the care was used; and (2.) subsection B will present data on the form of care used for the greatest number of hours during that week and used solely for the purpose of child care while the IP was working or studying (in the CNCCS this is termed "primary care while the IP was working or studying"). Within subsection A ("all care used for more than one hour for any purpose") the following data will be presented:

1. total number of children using various care arrangements;
2. number of paid and unpaid child care arrangements; and
3. average number of hours children spent in various care arrangements.

Following the three aspects of "all care regardless of purpose", subsection B will focus on "primary care arrangements used while the IP was working or studying".

Canadian and Newfoundland data and one and two-parent perspectives will be considered in the following section. In reviewing the following data please bear in mind that school is excluded as a caregiving arrangement in this analysis.

A. All Care Used, Regardless of Purpose, For More Than One Hour During the Reference Week

Number of Child Care Arrangements

1. Canada

Of the 4,658,500 children 0-12 years of age in Canada, 1,578,500 (33.9%) reported no supplemental (i.e. non-IP) child care arrangements (see glossary reference for supplemental care). Of those participating in supplemental child care, 1,770,000 (38.0%) were involved in only one child care arrangement and 1,310,000 (28.1%) were involved in two or more child care arrangements.

Table 4.18 Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Canada¹

		Number of Supplemental Care Arrangements			
		Care by IP only. No supplemental care reported	1	2 or more	Total
0-17 months	No.	218,900	227,000	113,100	559,000
	%	39.2	40.6	20.2	100.0
18-35 months	No.	156,600	223,200	152,100	531,900
	%	29.4	42.0	28.6	100.0
3-5 years	No.	173,900	419,500	480,400	1,073,800
	%	16.2	39.1	44.7	100.0
6-9 years	No.	590,100	515,900	330,900	1,436,900
	%	41.1	35.9	23.0	100.0
10-12 years	No.	439,000	384,400	233,500	1,056,900
	%	41.5	36.4	22.1	100.0
Total	No.	1,578,500	1,770,000	1,310,000	4,658,500
	%	33.9	38.0	28.1	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Newfoundland

Of the 116,600 children 0-12 years of age in Newfoundland 56,700 (48.6%) had no reported supplemental child care arrangements, and 59,900 (51.4%) were involved in one or more child care arrangements.

For Newfoundland children 6-12 years of age, 28,600 (42.6%) were in one or more child care arrangements (excluding school). Of these, 8,000 (27.9%) had two or more arrangements.

For children 0-5 years of age, 18,300 (37.0%) had no reported supplemental care. Of the 31,500 children 0-5 years of age who were in one or more supplemental child care arrangements, 10,500 (33.6%) were in two or more arrangements during the reference week.

Children 0-17 months of age had the lowest proportion of multiple care arrangements compared to the other age groups (see Table 4.19). Of the 11,900 children in this age group, 1,200 (10.7%) were in more than one child care arrangement. By comparison, 1,700 (14.2%) children 18-35 months of age and 7,600 (29.7%) children 3-5 years of age were in more than one child care arrangement.

Children 0-17 months of age had the highest percentage for the preschool age groups of no supplemental care reported. There were 6,300 (52.7%) children 0-17 months of age who reported no supplemental child care. By comparison 4,500 (37.2%) children 18-35 months of age, and 7,500 (29.3%) children 3-5 years reported no supplemental care. Of the children 0-17 months of age in Newfoundland, 4,300 (36.6%) children were in only one reported supplemental child care arrangement. This was slightly lower than the percentage of children in other pre-school age groups who were involved in only one reported supplemental child care arrangement.

Children 3-5 years of age in Newfoundland participated in supplemental care arrangements to a much greater degree than did children in any other age group. A majority (70.7%) of children in this age group were involved in at least one supplemental care arrangement, compared with 47.3% of children 0-17 months of age, 62.8% of children 18-35 months of age, 45.8% of children 6-9 years of age, and 38.7% of children 10-12 years of age. More than two fifths (41.0%) of children 3-5 years of age were in one form of supplemental child care, and 29.7% were involved in two or more care arrangements.

Table 4.19 **Number of Child Care Arrangements (Excluding School) For All Children 0-12 Years of Age in Newfoundland¹**

		Number of Supplemental Care Arrangements			
		No supplemental care reported	1	2 or more	Total
0-17 months	No.	6,300	4,300	...	11,900
	%	52.7	36.6	...	100.0
18-35 months	No.	4,500	5,900	...	12,100
	%	37.2	48.6	...	100.0
3-5 years	No.	7,500	10,500	7,600	25,500
	%	29.3	41.0	29.7	100.0
6-9 years	No.	20,100	12,100	4,800	37,000
	%	54.2	32.8	13.0	100.0
10-12 years	No.	18,400	8,400	3,200	30,100
	%	61.3	27.8	10.8	100.0
Total	No.	56,700	41,200	18,700	116,600
	%	48.6	35.3	16.0	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Paid and Unpaid Child Care Arrangements

Child care arrangements for children did not always involve payment. While 59,900 Newfoundland children (51.4%) were in one or more supplemental child care arrangements in the reference week (see Table 4.19), Table 4.20 indicates that only 22,000 (36.7%) of those arrangements were paid arrangements. Of these children in paid arrangements, only 1,200 (5.5%) were involved in more than one paid arrangement.

A smaller percentage of children 6-12 years of age were reported to be involved in paid care arrangements than were children 0-5 years of age. Only 5.9% of children 10-12 years of age and 16.0% of children 6-9 years of age were reported in paid care arrangements.

By comparison children 0-5 years of age had higher percentages of reported paid child care arrangements. Almost one-third (32.4%) of 3-5 year old children, 29.9% of 18-35 month old children, and 20.4% of 0-17 month old children were involved in paid child care arrangements.

Table 4.20 Number of Paid Child Care Arrangements for All Children 0-12 Years of Age in Newfoundland¹

		Number of Paid Child Care Arrangements			
		No paid arrangements	1	2 or more	Total
0-17 months	No.	9,500	2,400	—	11,900
	%	79.6	20.4	...	100.0
18-35 months	No.	8,500	3,600	—	12,100
	%	70.1	29.5	...	100.0
3-5 years	No.	17,200	7,300	...	25,500
	%	67.6	28.6	...	100.0
6-9 years	No.	31,100	5,700	...	37,000
	%	84.0	15.4	...	100.0
10-12 years	No.	28,300	1,800	—	30,100
	%	94.1	5.9	...	100.0
Total	No.	94,600	20,800	...	116,600
	%	81.1	17.8	...	100.0

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

Hours in Child Care

1. Canada

There were 4,658,500 children 0-12 years of age living in Canada in 1988. Of these, 3,079,900 (66.1%) were involved in at least one child care arrangement in addition to the care provided by the IP. Excluding those children who received no supplemental care and excluding the time that children spent in formal schooling those 3,079,000 children used at least one supplemental child care arrangement for an average of 22.0 hours during the reference week.

For those children 0-12 years of age who used at least one supplemental child care arrangement, 1,378,300 (29.6%) were in paid child care arrangements for an average of 20.3 hours per week.

An examination by age groups reveals that children between 18-35 months of age spent the most time in supplemental child care, with an average of 29.7 hours per week. Those who were in paid arrangements averaged 27.4 hours in paid care. Children 3-5 years of age, averaged 28.1 hours per week in care, and those children in paid care averaged 22.5 hours per week. Children 0-17 months of age averaged 26.0 hours per week in care arrangements, and those in paid care also averaged 26.0 hours per week.

School age children spent less time in care arrangements, both in paid and non-paid care. Excluding time spent in school, children 6-9 years of age averaged 15.4 hours per week in care with those in paid arrangements averaging 11.7 hours per week in paid care. Similarly, children 10-12 years of age averaged 14.7 hours per week in care, with those in paid care arrangements averaging 11.8 hours per week.

Table 4.21

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Canada¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	340,100 26.0 hours/week	178,400 26.0 hours/week
18-35 months	375,300 29.7 hours/week	237,000 27.4 hours/week
3-5 years	899,900 28.1 hours/week	513,900 22.5 hours/week
6-9 years	846,700 15.4 hours/week	352,600 11.7 hours/week
10-12 years	617,900 14.7 hours/week	96,400 11.8 hours/week
Total/Average	3,079,900 22 hours/week	1,378,300 20.3 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

2. Newfoundland

Of the 116,600 children 0-12 years of age living in Newfoundland, 59,900 (51.4%) were involved in at least one supplemental child care arrangement in addition to the care provided by the IP. Excluding those children who reported no supplemental care and excluding the time that children spent in formal schooling, these children averaged 21.9 hours per week in care. As indicated on Table 4.22, a total of 22,000 (36.7%) of these children 0-12 years of age spent an average of 21.7 hours per week in paid care arrangements.

Children 0-5 years of age in Newfoundland spent more time in child care arrangements than children 6-12 years of age. Children 18-35 months of age spent the most time in care. These children averaged 28.9 hours per week in care arrangements and those in paid arrangements averaged 30.1 hours per week in paid supplemental care. Children 3-5 years of age averaged 27.0 hours per week in care, with those in paid care averaging 23.6 hours per week in paid supplemental care. Children 0-17 months of age were in care arrangements for an average of 28.3 hours per week. Those in paid care averaged 29.8 hours per week.

Children 6-12 years of age spent less time in supplemental care. Excluding time spent in formal school, children 6-9 years of age averaged 15.9 hours per week in care and those in paid care averaged 13.3 hours per week. Children 10-12 years of age averaged 14.9 hours per week in supplemental child care arrangements. Those in paid care averaged 12.3 hours per week.

Table 4.22

Number and Ages of Children and the Average Number of Hours of Care for All Children 0-12 Years of Age in Newfoundland¹

	Number of children in supplemental care/average hours	Number of children in paid care/average hours
0-17 months	5,600 28.3 hours/week	2,400 29.8 hours/week
18-35 months	7,600 28.9 hours/week	3,600 30.1 hours/week
3-5 years	18,100 27.0 hours/week	8,300 23.6 hours/week
6-9 years	17,000 15.9 hours/week	5,900 13.3 hours/week
10-12 years	11,600 14.9 hours/week	1,800 12.3 hours/week
Total/Average	59,900 21.9 hours/week	22,000 21.7 hours/week

¹ Table refers to all care types used during the reference week for more than one hour, regardless of purpose for use of care.

B. Primary Care Arrangements (Excluding School) Used While IP was Working or Studying

The previous discussions of "Child Care Arrangements" have examined a variety of characteristics of child care used regardless of purpose for more than one hour during the reference week. This part (Part B) of the child care section of Chapter 4 focuses on and provides data only on the one type of care (excluding school) in which a child participated for the greatest number of hours during the reference week while the IP was working or studying. That "greatest number of hours" form of care is termed "primary care" in the CNCCS.

1. Canada

A total of 2,612,900 Canadian children 0-12 use a primary caregiving arrangement (excluding school) while their parents work or study. This figure is 56.1% of the total number of children included in the Canadian National Child Care Study. Table 4.23 indicates the number and the percentage of children who use, as a primary care arrangement, fourteen different types of care (a fifteenth category of "no arrangement identified" is also included).

Table 4.23 **Primary Care Arrangements (Excluding School) Used While IP was Working or Studying, For Canada**

Primary Care Type	Child Age									
	0-17 Months		18-35 Months		3-5 Years		6-9 Years		10-12 Years	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. IP at work	22,400	10.0	30,100	11.2	61,000	10.7	69,400	8.0	48,700	7.1
2. Spouse at home	44,800	20.0	42,000	15.6	100,000	17.5	212,000	24.6	179,900	26.2
3. Spouse at work	...	...	...	...	...	...	11,300	1.3	8,900q	1.3
4. Older sibling	...	...	...	...	...	...	59,300	6.9	83,400	12.1
5. Self-care	—	—	—	—	...	...	45,800	5.3	139,500	20.3
6. Relative in the child's home	23,300	10.4	20,200	7.5	42,900	7.5	50,900	5.9	27,000	3.9
7. Relative not in the child's home	31,800	14.3	31,900	11.8	47,000	8.3	55,900	6.5	29,200	4.2
8. Non-relative in the child's home	20,800	9.3	28,400	10.5	45,700	8.0	51,900	6.0	17,700	2.6
9. Non-relative not in the child's home (not licensed)	58,800	26.3	67,600	25.1	106,900	18.7	110,000	12.7	31,300	4.6
10. Non-relative not in the child's home (licensed)	...	...	7,200q	2.7	9,400q	1.7	6,700q	0.8	...	...
11. Nursery	—	—	...	...	15,800	2.8	...	...	—	—
12. Kindergarten	...	...	...	...	34,000	6.0	...	...	—	—
13. Day Care Centre	12,000	5.4	33,700	12.5	79,400	13.9	13,400	1.6	—	—
14. Before/After School	—	—	—	—	6,400q	1.1	40,500	4.7	7,100q	1.0
15. No Arrangement Identified	...	...	...	...	13,600	2.4	134,900	15.6	113,100	16.5
Total	223,300	100.0	269,600	100.0	570,200	100.0	862,600	100.0	687,200	100.0

The data provided in Table 4.23 give the most detailed picture of child care use to be developed in any national study. Typically only six or seven categories of care are identified in most national studies, and often the age categories are much broader than those provided here. Table 4.23 provides an insight into detailed and complex care use patterns.

One of the first characteristics that emerges from Table 4.23 is the relationship between age of child and type of care. Depending on child-age, certain types of care are not used at all (or in numbers too low to be reported) or they are used by very large numbers of children. To take a fairly obvious example, while nurseries and kindergartens are relatively important forms of care for 3-5 year olds, their use outside of this age group is zero or minimal. To take another example, while Before and After School Care Programs provide care for approximately 5% of 6-9 year olds, such care is used by only 1% of 10-12 year olds.

On the other hand, certain other forms of care are used by a fairly consistent percentage of children regardless of age group. Care by a "spouse in the home" is one of the least variable forms of care across all age groups, with a range from 15.6% for 18-35 month olds to 26.2% for 10-12 year olds.

Table 4.23 also identifies the most significant forms of care for each age group across the country. For children 0-17 months and 18-35 months of age, unlicensed family day care by a non-relative is the most frequently used care-type with approximately one-fourth of all children in each of those age groups in that form of care. For 3-5 year olds a broader distribution of children across a variety of care types is more in evidence with unlicensed family day care (18.7%), spouse in the home (17.5%), day care centres (13.9%), and IP at work (10.7%) each accounting for more than 10% of this age group's caregiving needs.

The overwhelming majority of children 6-12 are in school while the IP works or studies. School, however, has been excluded from Table 4.23 in order to focus on other major forms of caregiving for school-age children. The pattern for 6-9 year olds is quite different from 10-12 year olds. While the most used form of care for both groups is "spouse at home" (6-9 years = 24.6% and 10-12 years = 26.2%), that care-type is closely followed by "child in own care" for 10-12 year olds (20.3%), while unlicensed family day care is the second most frequently reported form of care for 6-9 year olds (12.7%). It should also be noted that "no arrangement identified" represents a significant percentage of children in both school-age groups.

2. Newfoundland

The pattern of primary care use, while the IP works or studies, varies from province to province. Insofar as provincial numbers are much lower than national numbers and since numbers that are too low are not reportable, it is necessary to combine age groups when presenting provincial figures. The provincial tables will present data for three age groups: 0-35 months, 3-5 years, and 6-12 years. In addition, in order to maximize the number of reportable care arrangements, it is necessary to combine two arrangements into one category in a number of cases. Thus, in Table 4.24, nine composite categories are created that contain the fourteen primary care types identified in Table 4.23. The relationship of composite categories I-IX to the 15 forms of care is noted in the key to Table 4.24 located at the bottom of the Table.

Of the 116,600 children living in Newfoundland, 49,200 (42.2%) used a primary care arrangement while the IP worked or studied. As was noted earlier in the national section, the pattern of use is variable by age group.

There were 9,100 children 0-35 months of age in Newfoundland who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by a relative either in or out of the child's home (31.1%) and care by the IP's spouse at home or work (24.4%).

There were 10,900 children 3-5 years of age in Newfoundland who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by a relative either in or out of the child's home (30.6%) and care by the IP's spouse at home or work (20.5%).

There were 29,200 children 6-12 years of age in Newfoundland who used a form of primary care while their Interviewed Parent worked or studied. The major forms of care for this age group were: care by the IP's spouse at home or work (27.6%) and care by a relative either in or out of the child's home (20.5%).

Table 4.24 Categories of Primary Care Arrangements (Excluding School) Used While IP was Working or Studying for Newfoundland

Care Category	Child Age			
	0-5 Years		6-12 Years	
	No.	%	No.	%
I. IP at Work	...	...	2,300q	7.7
II. Spouse at Home/Work	4,400	22.0	8,100	27.6
III. Self/Sibling	...	...	4,700	16.2
IV. Relative in/out of Child's Home	6,100	30.5	6,000	20.5
V. Non-Relative/Child's Home	3,386	15.4	...	...
VI. Family Day Care (Licensed/Unlicensed)	2,200q	11.0	...	...
VII. Nursery/Kindergarten	—	—	...	...
VIII. Regulated Group Care	...	...	...	...
IX. No Arrangement	...	...	4,900	16.7
Total	20,000	100.0	29,200	100.0

Legend:

I: Care by IP at work (1)

II: Care by Spouse at home (2)

Care by Spouse at work (3)

III: Care by Sibling (4)

Care by Self (5)

IV: Care by Relative in child's home (6)

Care by Relative not in child's home (7)

V: Care by Non-relative in child's home (8)

VI: Unlicensed family day care (9)

Licensed family day care (10)

VII: Nursery School (11)

Kindergarten (12)

VIII: Day Care Centre (13)

Before/After School Care (14)

In seeking to understand the provision and use of child care in Canada, or in any of the provinces or territories, it is important to realize that there are many different ways of presenting and understanding child care data. As this chapter has noted, child care can be used for a variety of purposes. Some care is work or study related and some is not; each yields a different profile of care use. Even within a common frame of reason for using care the predominate forms of care used shift greatly depending upon factors such as: age of child; family structure (one or two-parent families for example); care forms typically used for more than or less than 20 hours a week; and numerous other factors.

The CNCCS data base is both complex and large. This chapter on CNCCS Survey data for Newfoundland represents an introduction to the study. More detailed information on Newfoundland and on Canada as a whole can be found in other reports from the Canadian National Child Care Study (CNCCS).

Chapter 5

ADDENDUM: CHILD CARE IN NEWFOUNDLAND 1988-1990

Legislation

Two significant amendments to the *Day Care and Homemaker Services Act* (No. 67, 1975) were proclaimed in 1990. Chapter 30, *An Act to Amend the Day Care and Homemaker Act* (1990) altered the composition of the Day Care and Homemaker Services Licensing Board and altered the time period for which a license may be granted from one year to three years.

The Licensing Board membership increased from seven to ten members. Government representation remained at four but nongovernment representation increased to six, resulting in a nongovernment majority on the board. This change is viewed as an important exercise in community participation in decisions affecting child care in this province.

Further major legislative changes are anticipated in 1991-1992. In the fall of 1990, an Interdepartmental Legislative Review Committee was appointed by government to completely revise the existing Act and Regulations. This committee's report is due in the fall of 1991, and it is anticipated that government will adopt regulations at that time to cover such areas as care of children under two years, extended care and shift work child care, and the certification of child care workers.

Day Care Subsidy Program

In September 1990 the government approved a revised subsidy income test for families with earnings. The revised scale provided for slightly increased net incomes geared to family size, below which full subsidization could take place. This was the first such revision since 1984. Table 5.1 shows day care subsidy caseloads as of December 31, 1990.

Table 5.1 **Day Care Subsidy Caseload, December 1990**

	Full-time	Part-time	Total
Child Care			
Employment	164	7	171
Other	132	18	150
Sub-total	296	25	321
Child Development			
Child Protection	137	57	194
Child Disability	36	33	69
Enrichment/Other	110	223	333
Sub-total	283	313	596
TOTALS	579	338	917

Source: Newfoundland. Department of Social Services. (1990). *St. John's, NF: Unpublished data from the Day Care and Homemaker Services Division.*

Government/Community Liaison

To promote improved working relationships between the Department of Social Services and community groups representing child care issues, the department established in 1990 a provincial liaison committee to meet quarterly. In addition to government officials, the committee includes representatives from the Early Childhood Educators Association, the Day Care/Preschool Owners and Operators Association, the Day Care Advocates Association and the Corner Brook Citizens Action Child Care Committee. As well, day care operators from regions of the province not represented by these associations are included on the committee. The Liaison Committee should ensure broad dialogue on matters of government policy in child care.

Child Day Care Spaces

The growth of child day care spaces by care type and auspices as of December 1990 is illustrated in Table 5.2.

Table 5.2 **Licensed Program Type By Auspices, December 1990**

Type	Number of Facilities		Total Capacities	
	Profit	Non-Profit	Profit	Non-Profit
Centre-based Day Care				
Full-time	59	14	1,837	448
School-age	1	8	30	277
Other				
Part-time	9	26	212	460

Source: Newfoundland. Department of Social Services. (1990, December). *Monthly Statistical Profile: Day Care and Homemaker Services Division. Unpublished.*

Departmental Jurisdiction

The distribution of departmental responsibilities for child care remain as described in the 1988 report, with the exception that the Department of Career Development and Advanced Studies was merged into the Department of Education in May of 1989.

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Chapter 6

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CANADIAN NATIONAL CHILD CARE STUDY

CANADIAN CHILD CARE IN CONTEXT: PERSPECTIVES FROM THE PROVINCES AND TERRITORIES

NORTHWEST TERRITORIES

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Chapter 1

A SOCIO-GEOGRAPHIC OVERVIEW OF THE NORTHWEST TERRITORIES

The Northwest Territories (N.W.T.), one of two northern territories which span Canada above the 60th parallel, makes up about one-third of the total area of the nation. It covers so much area from east to west that it encompasses four time zones. The land area of the Northwest Territories is 3,376,698 square kilometres or 1,304,903 square miles (Heming, 1987)--roughly equal in size to India. The total population was estimated at slightly over 53,000 in late 1988, for a population density of approximately .016 per square kilometre (*Canadian Encyclopedia*, 1988). There are 61 communities in all, including one city, five towns, two villages, and 36 hamlets.

About 25% of the population lives in the capital city, Yellowknife, which is located on the north shore of Great Slave Lake. Yellowknife began as a goldmining centre in the late 1930s, and goldmining remains important to the local economy, but public administration has also become important since the government of the N.W.T. moved to Yellowknife from Ottawa in 1967. Despite its small population (13,511), Yellowknife has a number of facilities normally found only in larger cities.

The 23 communities clustered around Great Slave Lake in the Fort Smith region are home to 25,335 people--about half the population of the territory. Other regions are smaller:

- Baffin, population 10,708; 14 communities ranging in size from 100 to 3,300.
- Inuvik, population 7,759; 12 communities ranging in size from 52 to 2,773.
- Keewatin, population 5,403; seven communities ranging in size from 230 to 1,440.
- Kitikmeot, population 4,121; eight communities ranging in size from 16 to 1,065.

Regional centres are Inuvik (population 2,773), Fort Smith (population 2,512), Cambridge Bay (population 1,065), Rankin Inlet (population 1,440), and Iqaluit (population 3,300) (Northwest Territories Bureau of Statistics, 1990, March).

The Northwest Territories is the only Canadian jurisdiction in which aboriginal peoples make up the majority of the population. The Inuit are the majority in the eastern Arctic, but the Dene and Metis of the western N.W.T. are now a minority in the Fort Smith region. Native people make up most of the population of the smaller communities and unorganized areas; non-native people generally live in the larger communities. Native and non-native residents vary greatly in most population characteristics, including residence, migration, birth/death rates, and most socio-economic factors, including education, occupation, and income (Heming, 1987). The N.W.T. population is one of the fastest growing populations in Canada; some compare its rate of growth to that of third-world countries.

The name Northwest Territories once applied to much of Canada. After Alberta and Saskatchewan were carved out in 1905 and the boundaries of Manitoba, Ontario, and Quebec were extended northwards in 1912, the Northwest Territories was administered from Ottawa by a territorial council and a commissioner drawn from the federal public service. Not until 1951 were N.W.T. residents allowed to elect representatives to the territorial council, and not until 1975 was the council (now known as the Legislative Assembly of the N.W.T.) fully elected (Heming, 1987). During the 1980s there was tremendous growth in government in the N.W.T., and now an Executive Council or cabinet made up solely of elected territorial members of the Legislative Assembly (MLAs) sets government policy. The majority of members in the Legislative Assembly are aboriginals.

In recent years native organizations have been negotiating land claim settlements with the federal government. The Inuvialuit, the native inhabitants of the Western Arctic/Mackenzie Delta area, settled their claim in 1984. In 1990 both the Tungavik Federation of Nunavut, which represents Inuit in the eastern Arctic, and the Dene/Métis of the western N.W.T. have initialled agreements-in-principle with the federal government. These claims, if final agreements are ratified and signed, would make the Inuit and the Dene/Métis the largest individual landholders in North America and would provide multi-million-dollar cash settlements spread over time.

The Economic Base of the Northwest Territories

In the early years, trapping of furs was a key part of the territorial economy, but from the 1930s onwards mineral exploration and development became the most important economic activity. Commercial whaling, a major industry at the turn of the century, gave way to the search for oil and gas under land and sea.

Today, mining is the largest independent sector of the N.W.T. economy. The value of mining production sales in 1985 was about \$722 million. In 1985 almost \$50 million was spent on mineral exploration in the N.W.T. In 1989 the Northwest Territories produced 12,455 kilograms of gold, 20,049 kilograms of silver, 34,046 tonnes of lead and 194,573 tonnes of zinc (Heming, 1987; Northwest Territories, Bureau of Statistics, 1990, March).

Oil has been produced at Norman Wells for half a century; since 1984 it has been shipped south through a small-diameter pipeline from Norman Wells to northern Alberta. Natural gas from the high Arctic is shipped south by tanker; other gas is shipped from a small gas field in southwestern N.W.T. southward through a pipeline.

Hunting, trapping, and fishing remain important economic and cultural activities for native people. These activities provide food, clothing, and cash to native families. While most of the 5,000 residents who hold general hunting and trapping licences are only part-time hunters and trappers, many people in small communities earn much of their living by hunting, trapping, and fishing. As well as being important for the cash value of the fur sold (\$3,967,000 in 1988/89), hunting and trapping are the main source of meat, which is a major item in the local diet.

Total employment in all industries was 18,561 people in 1987. Of those, all but 3,654 were employed in the service sector, which includes public administration or government (Northwest Territories, Bureau of Statistics, 1990, March).

Government is a major employer in the N.W.T. In 1986, 7,839 people worked for government at all three levels--municipal, territorial, and federal. The number of federal employees has been decreasing as more programs are transferred to the government of the N.W.T.: from 2,792 in 1982 to 2,330 in 1986. At the same time, the territorial public service has grown from 3,408 in 1982 to 4,443 in 1986. The number of people working for municipal governments has risen from 656 in 1982 to 1,067 in 1986 (Northwest Territories. Bureau of Statistics, 1990, March).

The territorial economy is in transition from a land-based economy to a wage-based market economy. Recent government policies have been aimed at creating a more balanced economy which reduces economic disparities among communities and integrates the traditional and the wage-based economies.

The N.W.T.'s Gross Domestic Product--the net value of all production within the N.W.T.--has grown steadily throughout the 1970s and 1980s. In 1988 the Gross Domestic Product was \$1,854,000,000. In 1989 the GDP was distributed as follows.

● Government,	30%
● Minerals,	25%
● Construction,	12%
● Services,	10%
● Trade,	8%
● Transportation,	6%
● Finance,	5%
● Manufacturing,	3%
● Fishing/trapping,	1%

(Northwest Territories, *Economic Development Report, 1990*)

Income tax statistics indicate that in 1985 the total income declared by N.W.T. residents was \$548,328,000 and the total taxes paid by territorial residents amounted to \$105,529,000. The average yearly income for the 27,042 residents who filed tax returns was \$20,277. Average weekly earnings in 1987 were \$610 across all industries; in the goods-producing sector, the average was \$804 per week and in the service-producing sector, \$562 per week (Northwest Territories. Bureau of Statistics, 1990, March).

The cost of living is much higher in the north than elsewhere in Canada. In 1987, the average weekly food cost for a family of four in Canada was \$107.49; in Yellowknife, the same food basket cost \$139.71. Other costs are similarly higher in Yellowknife than in Edmonton. Food and living costs are even higher north of Yellowknife, where all supplies except those brought in on the yearly sea-lift have to be flown in.

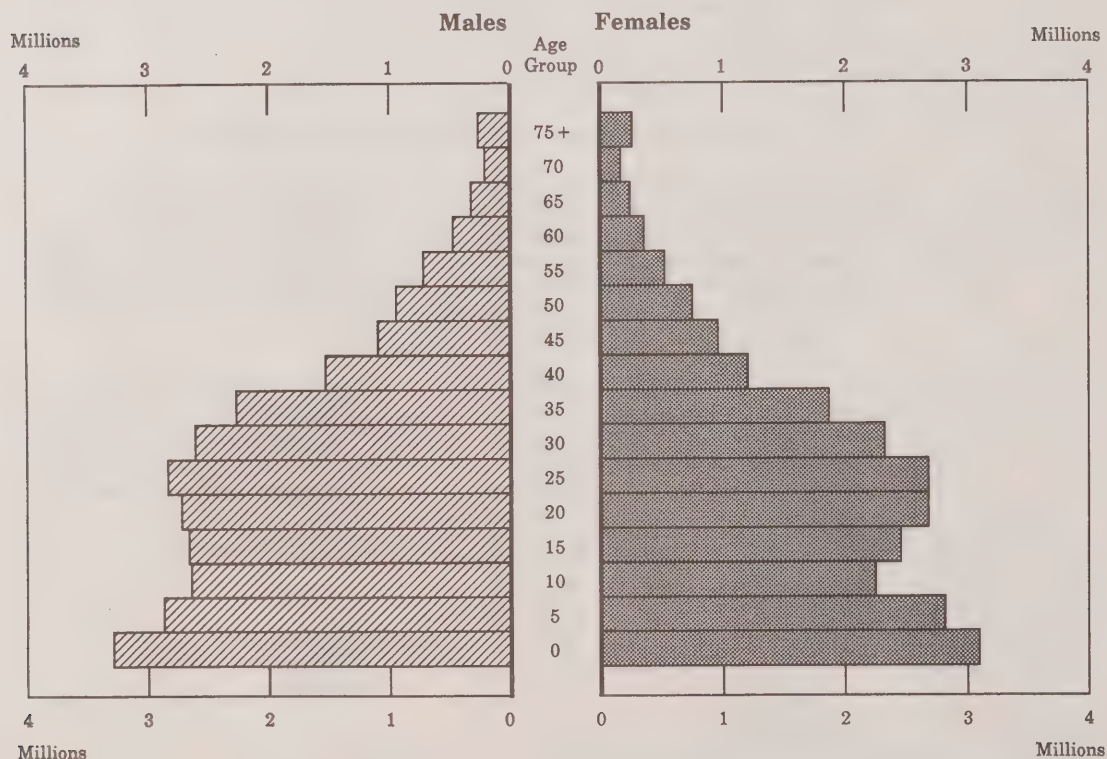
Population Characteristics

General Population Statistics

The population of the Northwest Territories has grown fairly steadily over the years. In 1911 there were 6,507 people living in the N.W.T. By 1931 that number had risen to 9,316. In 1951 the N.W.T. had 16,004 residents; by 1961 the population had risen to 22,998, and by 1971 it had increased to 34,804. By 1976 the population had grown to 42,600; by 1981, to 45,741 and by 1986, to 52,238 (Heming, 1987).

The territorial age pyramid has a large base of young people--20,676 of the N.W.T.'s 52,238 residents are 17 or under. Of these, 15,920 are aged 12 years or under; thus nearly one-third of the N.W.T.'s population is under 13. In the centre of the pyramid, the group of young adults aged 20 to 40 is much larger (19,970, or 37%) than is usual in the Canadian population as a whole. In earlier years, there were few elders at the top of the pyramid, but now more older people are remaining in the north. In 1981 only 694 seniors collected Canada Pension Plan benefits; by 1985 that had risen to 982 and by 1989, to 1,515.

Figure 1.1 Population, by Age and Sex -- 1986 Census



Source: Statistics Canada. (1986). *Census of Canada*.

The N.W.T. population tends to be divided fairly equally between urban and rural communities: almost 52% of the population lives in communities classified as villages, towns and cities, and 48% lives in hamlets, settlements, and unorganized areas. However, most areas classified as urban are small communities which in southern Canada would be more likely to be classified as rural (Heming, 1987). It is not easy to compare current urban/rural breakdowns with earlier years because data collected by Census Canada up until 1951 put the Yukon and Northwest Territories into a single category.

Estimated ethnic distribution of the population in 1985 was:

● Dene	22.7%
● Inuit	35.3%
● non-native	42.0%

The 1986 census indicated that of the total population of 52,238, 27,175 residents were aboriginal peoples. According to the 1986 census, the Northwest Territories had the highest level of non-British and non-French population -- 64% -- due largely to the substantial aboriginal population (Heming, 1987; Statistics Canada. Census of Canada, 1986).

The rate of migration into the Northwest Territories has remained relatively stable over the past decade. The number has ranged from a high of 4,110 in 1982 to a low of 3,251 in 1987; however, most of these in-migrants were single individuals, not families. Since the mid-1980s, more people have left the N.W.T. than have moved to the N.W.T.

Between the 1940s and the mid-1960s, infant mortality was very high. Of the 383 children born between 1941 and 1945, 72 died; of the 943 born between 1956 and 1960, 135 died. In 1963 the infant mortality rate in the N.W.T. was almost four times the national rate. As health services improved, the rate dropped. The N.W.T. has always had a high birth rate, and that has continued.

In 1985 and 1986, the Northwest Territories had the highest total fertility rate of all provinces and territories in Canada for women aged 15-34 and 40-49 (the Yukon was slightly higher in the 35-39 age group). Overall, the N.W.T. fertility rate was dramatically higher than that of any other province or territory. In 1986 the fertility rate among N.W.T. women was highest among those in the 20-24 age group, closely followed by those in the 25-29 age group. In percentage terms, however, the greatest increase in fertility occurred among women aged 35-39 and 40-44 (see Tables 1.1 and 1.2).

Table 1.1

**Vital Statistics, Northwest Territories Births, Deaths and Marriages
Quarterly: Number of Occurrences**

		Births	Deaths	Marriages
1985	Fourth Quarter	329	55	65
	Third Quarter	371	53	65
1986	Fourth Quarter	378	50	60
	Third Quarter	370	55	75
	Second Quarter	394	68	74
	First Quarter	365	62	48
1987	Fourth Quarter	383	50	59
	Third Quarter	378	48	76
	Second Quarter	405	53	58
	First Quarter	357	46	44
1988	Fourth Quarter	343	54	42
	Third Quarter	422	54	74
	Second Quarter	374	61	66
	First Quarter	416	51	40
Annual Totals				
1981		1,302	196	282
1982		1,362	232	258
1983		1,491	241	286
1984		1,444	237	259
1985		1,437	214	229
1986		1,507	235	257
1987		1,523	197	237
1988		1,555	220	222

Source: Northwest Territories. Bureau of Statistics. (1989, June). *Statistics Quarterly*.

Table 1.2

**Age-Specific Fertility Rates, Canada and the Northwest Territories,
Territories, 1982-83 and 1985-86**

Province and Year	Fertility Rate per 1,000 women by age group							Total Fertility Rate	General Fertility Rate	Gross Reproduction Rate	Net Reproduction Rate	Standard-ized General Fertility Rate
	15-19	20-24	25-29	30-34	35-39	40-44	45-49					
Canada												
1982	26.5	95.4	124.7	68.6	20.2	3.1	0.2	1,694	54.3	0.825	0.805	51.96
1983	24.9	92.4	124.6	70.5	20.5	3.0	0.2	1,680	55.9	0.816	0.806	51.34
1985	23.7	85.3	125.3	74.6	21.8	3.0	0.1	1,669	55.1	0.811	0.792	50.58
1986	23.5	84.8	124.6	75.6	22.6	3.2	0.1	1,672	54.7	0.816	0.796	50.58
Northwest Territories												
1982	113.5	185.9	147.2	91.3	48.0	13.8	N/A	2,998	108.0	1.409	N/A	95.92
1983	107.7	195.6	164.4	96.1	55.0	18.2	1.2	3,201	114.1	1.572	N/A	101.38
1985	109.2	171.9	153.8	95.4	33.5	8.2	N/A	2,860	103.1	1.396	N/A	91.69
1986	115.3	178.8	152.9	103.4	37.6	12.3	1.0	3,006	105.7	1.485	N/A	96.05

Sources: Statistics Canada. (1985, May). *Vital Statistics, Births and Deaths, Volume 1*. (Sec. I 3(A)5, Table 5).
Statistics Canada. (1988, September). *Vital Statistics, Births and Deaths, Volume 1*. (Sec. I 3(A)5, Table 5).

Labour Force Characteristics

The government of the N.W.T. conducted major surveys of the territorial labour force in 1984/85 and in 1989. During the 1984/85 survey, the N.W.T. labour force (total of employed and unemployed) comprised 21,309 persons. Between 1984/85 and 1989, the labour force grew by 2,941 persons, a 14% increase over 4 years. During the same period, territorial employment grew by 2,553 persons (Northwest Territories. Bureau of Statistics, 1989, June).

The 1986 census showed that 20,950 persons were employed; by 1989 employment had dropped 3% to 20,328 people. Employment among men dropped by 5%; the number of women working was almost unchanged. The job loss between 1986 and 1989 was due mainly to the closing of the Pine Point and Tungsten mines and the armed forces base at Inuvik. Between the 1986 census and the 1989 survey, the labour force decreased by an estimated 120 persons. The participation rate was 70% for both the 1986 census and the 1989 labour force survey.

In 1989, the highest labour force participation rate was 83% for 25 to 44-year-olds (unemployment rate, 13%). Among 45 to 64-year-olds, participation was 68% (unemployment rate, 14%). Among 15 to 24-year-olds, participation was 57%, and unemployment was 27%; of those not working, 74% (4,182 persons) wanted a job. This age cohort (15-24) included 28% of the working age population but 38% of the unemployed.

Labour force participation and unemployment rates vary dramatically among the five regions and also among communities within each of the regions. The Kitikmeot region had the lowest participation rate (56%) and highest unemployment rate (31%); the Fort Smith region had the highest participation rate (77%) and lowest unemployment rate (12%) (See Table 1.3).

Table 1.3 Labour Force Activity, By Region -- Northwest Territories, 1984-1989

	Northwest Territories	Baffin Region	Keewatin Region	Kitikmeot Region	Inuvik Region	Fort Smith Region
1989 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Persons 15 Years and Over	34,650	6,308	3,195	2,458	5,531	17,159
Labour Force	24,250	3,999	1,846	1,372	3,808	13,224
Employed	20,328	3,145	1,452	953	3,123	11,654
Unemployed	3,922	854	394	419	685	1,570
	%	%	%	%	%	%
Participation Rate	70	63	58	56	69	77
Unemployment Rate	16	21	21	31	18	12
1986 Census:	No.	No.	No.	No.	No.	No.
Persons 15 Years and Over	34,930	6,120	2,975	2,340	5,755	17,750
Labour Force	24,370	3,865	1,725	1,225	3,920	13,635
Employed	20,950	3,015	1,365	955	3,335	12,275
Unemployed	3,420	845	360	265	580	1,365
	%	%	%	%	%	%
Participation Rate	70	63	58	52	68	77
Unemployment Rate	14	22	21	22	15	10
1984 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Persons 15-64 Years	31,163	5,048	2,544	2,042	5,349	16,180
Labour Force	21,309	2,967	1,537	1,111	3,615	12,079
Employed	17,775	2,332	1,143	899	2,926	10,475
Unemployed	3,534	635	394	213	689	1,604
	%	%	%	%	%	%
Participation Rate	68	59	60	54	68	75
Unemployment Rate	17	21	26	19	19	13

Source: Northwest Territories, Bureau of Statistics. (1989). *1989 Northwest Territories Labour Force Survey, Winter 1989. Report No. 1 -- Overall Results and Community Detail.*

Overall, an estimated 3,534 persons were unemployed during the 1984-85 survey, and the unemployment rate was 17%. By 1989 the unemployment rate had fallen to 16%, but the actual count of unemployed persons had risen to 3,922 persons, 1% higher than in 1984/85. Unemployment among native persons was 31% in 1984/85 and 30% in 1989; for non-natives, unemployment dropped from 7% to 5%.

Territorial unemployment increased from 3,420 persons in 1986 to 3,922 at the time of the 1989 labour force survey. The increase in the unemployment rate--from 14% in the 1986 census to 16% in the 1989 survey--reflected variation in employment between summer and winter months and the mine and armed forces base closures.

For men, employment grew 11% between 1984/85 and 1989; for women, the number of jobs grew by 18%. The unemployment rate for men and women remained unchanged at 17% and 15% respectively between the two surveys. For native people, employment increased by 25%; employment among non-natives grew by 9%.

Employment in all major occupational groups has increased steadily since the territorial government moved to the north in 1967 and began establishing a territorial public service. In 1971 there were 10,950 people employed in all occupations; by 1981 that had grown to 19,265 and by 1986, to 23,545. In 1971, 7,550 men and 3,400 women were employed; by 1986, those numbers had risen to 13,830 men and 9,715 women (see Table 1.4).

Table 1.4 Labour Force Participation by Sex

All Occupations	1971		1981		1986	
	No.	%	No.	%	No.	%
Total	10,950	100	19,265	100	23,545	100
Males	7,550	69	11,640	60	13,830	59
Females	3,400	31	7,625	40	9,715	41

Source: Statistics Canada. (1988). *Dimensions: Occupational Trends, 1961-1986*. (Cat. No.93-151).

Between 1984 and 1989, the number of females in the N.W.T. aged 15 and older grew from 14,727 to 16,437; female labour force activity grew from 8,803 in 1984 to 10,399 in 1989. The rate of participation in the labour force by women grew from 60% in 1984 to 63% in 1989; female unemployment remained unchanged at 15% between 1984 and 1989. This compared with a male rate of participation in the labour force of 76% and an unemployment rate of 17% between 1984 and 1989. The number of males grew from 16,436 in 1984 to 18,213 in 1989; male labour force participation grew from 12,506 in 1984 to 13,850 in 1989.

Table 1.5 Male Labour Force Activity, By Region Northwest Territories, 1984-1989

	Northwest Territories	Baffin Region	Keewatin Region	Kitikmeot Region	Inuvik Region	Fort Smith Region
1989 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Males 15 Years and Over	18,213	3,309	1,640	1,255	2,892	9,117
Labour Force	13,850	2,328	1,020	795	2,189	7,519
Employed	11,512	1,840	795	549	1,769	6,560
Unemployed	2,338	488	225	246	420	959
	%	%	%	%	%	%
Participation Rate	76	70	62	63	76	82
Unemployment Rate	17	21	22	31	19	13
1986 Census:	No.	No.	No.	No.	No.	No.
Males 15 Years and Over	18,495	3,260	1,535	1,210	3,030	9,455
Labour Force	14,235	2,310	995	760	2,310	7,855
Employed	12,150	1,820	770	575	1,955	7,020
Unemployed	2,085	490	220	185	355	835
	%	%	%	%	%	%
Participation Rate	77	71	65	63	76	83
Unemployment Rate	15	21	22	24	15	11
1984 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Males 15-64 Years	16,436	2,633	1,307	1,040	2,888	8,568
Labour Force	12,506	1,799	886	677	2,091	7,052
Employed	10,326	1,396	637	542	1,684	6,068
Unemployed	2,180	403	249	136	408	984
	%	%	%	%	%	%
Participation Rate	76	68	68	65	72	82
Unemployment Rate	17	22	28	20	20	14

Source: Northwest Territories. Bureau of Statistics. (1989). *1989 Northwest Territories Labour Force Survey, Winter 1989. Report No.1 -- Overall Results and Community Detail.*

Table 1.6 Female Labour Force Activity, By Region Northwest Territories, 1984-1989

	Northwest Territories	Baffin Region	Keewatin Region	Kitikmeot Region	Inuvik Region	Fort Smith Region
1989 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Females 15 Years and Over	16,437	2,999	1,555	1,202	2,638	8,042
Labour Force	10,399	1,672	826	578	1,620	5,705
Employed	8,815	1,306	657	404	1,355	5,094
Unemployed	1,584	366	169	174	265	611
	%	%	%	%	%	%
Participation Rate	63	56	53	48	61	71
Unemployment Rate	15	22	20	30	16	11
1986 Census:	No.	No.	No.	No.	No.	No.
Females 15 Years and Over	16,435	2,860	1,440	1,120	2,715	8,295
Labour Force	10,140	1,550	735	460	1,610	5,780
Employed	8,800	1,195	595	380	1,380	5,250
Unemployed	1,335	355	140	85	230	525
	%	%	%	%	%	%
Participation Rate	62	54	51	41	59	70
Unemployment Rate	13	23	19	19	14	9
1984 Labour Force Survey:	No.	No.	No.	No.	No.	No.
Females 15-64 Years	14,727	2,415	1,237	1,002	2,461	7,612
Labour Force	8,803	1,168	651	434	1,524	5,027
Employed	7,449	936	506	357	1,243	4,407
Unemployed	1,354	232	145	77	281	620
	%	%	%	%	%	%
Participation Rate	60	48	53	43	62	66
Unemployment Rate	15	20	22	18	18	12

Source: Northwest Territories. Bureau of Statistics. (1989). *1989 Northwest Territories Labour Force Survey, Winter 1989. Report No.1 -- Overall Results and Community Detail.*

The 1986 census showed that of the 16,435 females aged 15 and over who lived in the N.W.T., 10,140 (61%) participated in the territorial labour force. Of these, 8,800 were employed. Approximately 5,240 of working women in the labour force had children at home; 1,100 of these women were single parents.

Types of employment in the N.W.T. vary greatly, from people working casually for a day or a week to full-time permanent employment. The range of income groups reflects this. The 1986 census showed that in 1985, 16% of the 34,930 people aged 15 and older had no income at all; in 1980, 16.5% of the 29,665 people 15 and older had no income. Of the 29,175 people in 1985 with income, 48% had \$14,999 or less; 16%, \$15,000 to \$24,999; 15%, \$25,000 to \$34,999; and 20%, \$35,000 or more. The average income in 1985 was \$20,066; the median income was \$15,509.

But these figures varied quite dramatically for men and women. The average income for men was \$23,900 (median income \$20,653), slightly higher than the Canadian average of \$23,265 (Canadian median, \$19,797) (Statistics Canada, Cat. No.93-114, 1989). The average income for women was \$15,037 (median income \$10,894), rather higher than the Canadian average of \$12,615 and Canadian median of \$9,540. Of the 12,625 women 15 and older with income in 1985, 59% had \$14,999 or less; 18%, \$20,000 to \$29,999; and 15%, \$30,000 or more (Statistics Canada, *Census of Canada*, 1986).

The *Labour Standards Act* (1968) of the Northwest Territories was amended in 1988 to include, for the first time, provision for maternity leave. The Act now provides for maternity leave of up to 20 weeks beginning at any time during the 11 weeks before the estimated delivery date, and it requires employers to reinstate a returning employee to the same or a comparable position as that held when she went on leave.

Family Characteristics

The number of families in the Northwest Territories has grown steadily over the years. In 1951 there were 4,939 families totalling 19,218 persons; by 1976 there were 8,420 families totalling 36,175 persons; by 1981, 9,480 families totalling 38,170 persons; and by 1986, 11,215 families totalling 43,480 persons. Not all of these families included children, of course. Family allowance statistics from 1989 indicate that an average of 9,579 families collected family allowance payments during the year.

While family size has decreased gradually over the years, the average family in the N.W.T. remains larger than the average Canadian family. In 1951, the average N.W.T. family was 3.9 persons, compared with 3.7 nationally; that figure rose to 4.7 by 1971 but dropped steadily throughout the 1970s and 1980s and was back to 3.9 by 1986. The number of large families (seven or eight persons or larger) decreased between 1971 and 1986, but families which include up to six people have increased steadily (Statistics Canada, 1951; Statistics Canada, 1987).

Most N.W.T. families still have children at home. In 1981, 7,680 had children at home while in 1986, 9,100 had children at home. Although 84% were two-parent families in 1986, single-parent families rose from 1,260 in 1981 to 1,825 in 1986. In 1986, 86% of all N.W.T. residents lived in families.

Most parents in two-parent families work--in 56% of the 9,385 two-parent families in the N.W.T., both father and mother work. Only in 25% of those families does the husband alone work. Of the two-parent families, 19% have one

child, and of these, 12% have two working parents; 25% of two-parent families have two children, and 16% of these families have two working parents; 30% of two-parent families have three children or more, and 13% of these families have two working parents.

Of the 1,825 single-parent families in the N.W.T., 28% are headed by males and 72% by females. Of those female single-parents, 69% work outside the home (66% of male single-parents work outside the home). Of female single-parents in the labour force, 46% have one child; 29% have two children; and 25% have three or more children. Of female single-parents with one child, 32% work; with two children, 20% work; and with three or more children, 17% work (Statistics Canada, 1987).

The number of marriages per year in the N.W.T. has tended to decrease slightly in recent years. The yearly totals have dropped from 282 marriages in 1981 to 212 in 1989.

In 1986, the 7,385 two-parent families in the N.W.T. had a much higher average total income than the 970 single-parent families. The 1,715 two-parent families with no children did even better, however, with an average total income of \$50,699. Single-parent families headed by men were much better off than those headed by women.

Of the 240 single-parent families headed by men, the 135 families with one child had an average total income of \$35,194, compared with an average of \$23,492 for the 325 female single-parents with one child. (Two-parent families with one child had an average income of \$46,990.) The 60 male single-parents with two children had an average total income of \$29,411, compared with the \$20,868 average income of the 215 female single-parents with two children. (Two-parent families with two children had an average income of \$49,419.) The 45 male single-parents who had three or more children had an average total income of \$26,230, compared with an average of \$24,205 for the 185 female single-parents with three or more children. (Two-parent families with three or more children had an average income of \$40,275.) (Statistics Canada, 1989, March).

Although income figures for all types of families are above the Canadian averages, costs in the Northwest Territories are also considerably higher than the Canadian averages.

In 1988, 491 people on social assistance had dependent children. These dependent children -- 1,176 in all -- represented 16% of all social assistance recipients.

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PERSONAL COMMUNICATION

Catherine Moore, Arctic College, Iqaluit. (1989, August 20). Provided historical information in personal communication to Theresa Wilson and Doreen Redshaw, Department of Social Services.

Chapter 2

AN HISTORICAL OVERVIEW OF CHILD CARE IN THE NORTHWEST TERRITORIES

Introduction

Although the Northwest Territories has existed as a jurisdictional entity since 1905, only in recent years have residents of the Northwest Territories governed themselves. From 1905 until the 1950s, the N.W.T. was governed from Ottawa by a Commissioner who was a senior civil servant, assisted by a Council made up of other senior civil servants. Gradually, from the 1950s onwards, some members of the Council were elected from the N.W.T. Only since 1975 has the N.W.T. Council (now known as the Legislative Assembly of the Northwest Territories) been fully elected by the people of the Northwest Territories, and only since the early 1980s has the territorial Cabinet been made up only of elected member of the Legislative Assembly (MLA) and led by an elected MLA.

The territorial government was run from Ottawa until 1967 when Yellowknife was named the capital of the Northwest Territories and the government moved north in one airplane. Once it was established in the north, the government soon grew to meet the needs of the people of the N.W.T. Federal departments still deliver some programs in the N.W.T., but gradually areas of responsibility are being transferred to the government of the N.W.T.

Life on the Land

Until the 1950s and the 1960s, many of the Dene and Inuit, the native people of the Northwest Territories, lived on the land, moving from place to place with the game and the seasons and camping in shelters made of natural materials like wood, bone, or stone. They wore clothing made from animal skins and ate a diet made up of meat and plants derived from the land and the sea (Hemming, 1987).

On the land, the whole family travelled together. In fact, groups of families often travelled together. They shared everything among themselves, including care of the children. Children were taught by example. This description of the Dene way of life is taken from the *Northwest Territories Data Book 1986-87* (Hemming, 1987).

The Dene lifestyle was based on an intimate acquaintance with the land and its wildlife. Children learned by watching and listening to their elders, until the elders felt the child had enough knowledge to perform a task successfully on his or her own. Successful living rested on mastery of an adaptable technology, co-operation with others, and knowledge of the myriad and constantly shifting signs of weather and the movement of animals (p. 29).

The life of the Inuit people, once known to Canadians as the Eskimo people, was similar in the early days.

Like the Dene, the Inuit were nomadic, moving with the seasons and the animals. They went vast distances on the sea ice in winter, using dogteams and sleds. Summer travel on land meant that both dogs and people carried the family's belongings. The umiak, a large, open skin boat, was used to move camp by water and also for whale hunting. The one-man kayak was used to hunt seal, walrus and swimming caribou in summer (p. 31).

The native people taught their children by example. This is how the report of the National Inquiry into First Nations Child Care (Assembly of First Nations, 1989) describes the society found by Europeans when they first came to what is now Canada:

They found their opposite: societies in which man and God and nature, work and life and learning, man and woman and child, were one seamless whole. Infants rode strapped to their mothers' comforting backs or folded into their robes, still at the breast at three or four or five, if mother and child wished it. Young ones romped through the elders' councils, not only unwhipped but unrebuked. Young adolescents were treated as adults and--this puzzled the newcomers--they behaved that way. Everyone and no one brought these children up, from their mothers to their most-distant cousins. No lessons; they learned tasks by watching and imitating and morality by listening to legends (p. 5).

There was no need in this way of life for any formal system of child care. Although each family unit was responsible for its own children and their behaviour, the care of children was shared with an extended family or clan.

This way of life gradually came to an end as people moved into communities so that their children could attend school and obtain health care. Government encouraged this movement because it was easier to care for people once they were gathered into communities. But moving into communities changed the way people lived.

The Residential Schools

From the early 1900s onwards, the Anglican and Roman Catholic churches set up residential schools in the Yukon and Northwest Territories. Children were taken from their home communities and spent most of the year in these residential schools where speaking native languages, wearing native clothes, and practicing native customs were forbidden. As a result, many of them forgot--or never learned to speak--their own languages. Nor did they learn the skills which had helped their parents and grandparents survive on the land.

Eventually the government took over the operation of the residential schools. Many people now are critical of these schools, although some were a training ground for a number of today's northern native leaders.

The report of the National Inquiry into First Nations Child Care saw the residential schools in this way:

Each year saw the same ritual: children in native communities were rounded up and sent far from home, into strangely forbidding institutions in which all the routines and habits of their lives were shattered.

They had lived in small houses, usually with several generations. Now, at six or seven, they found themselves in frightening large dormitories, sleeping in tiers of bunk beds. Mealtimes meant unfamiliar food which sometimes made them sick. The adults were strict, distant and authoritarian. The children were forbidden to speak their language or practice their culture. Corporal punishment was rigorously practised. Many of these children were not returned to their homes until they were sixteen....

The result was what has been called the residential school syndrome. The symptoms were a feeling of alienation from both cultures, lack of self-esteem and self-confidence, inability to relate to family and community, a sense of cultural worthlessness. Native children were taught to reject their culture by a culture which in turn rejected what the children had without supplying anything in its place (Assembly of First Nations, 1989, p. 11).

This system had a serious impact on family life. When children came back from the school, they often could not speak their own language and did not know how to behave on the land; their parents often did not speak English, so parents and children had difficulty communicating.

The residential school system has also had a subtle effect on subsequent generations. Because children did not live with their parents, they did not absorb a philosophy of parenting, and thus many of the residential school children have had difficulty in parenting their own children.

EARLY GOVERNMENT CHILD CARE POLICY (1971-1987)

Child day care is a relatively new phenomenon in the Northwest Territories. The first day care centres were set up in 1971 and 1972 at the instigation of parents and community members. Until 1987, government took only a small role in day care funding and regulation. From 1971 until 1987 government tended to see the responsibility for providing care as a parental responsibility; government's role was limited to providing a user subsidy for parents who needed help. Not until 1988 did the government of the N.W.T. adopt day care legislation or provide an organized program of assistance to day care centres and family day homes.

In the fall of 1974 the Council of the Northwest Territories accepted the idea of child day care services as a way of allowing women to undertake further education or enter the work force outside the home. Such services, the Council said, were to be as self-supporting as possible with the users paying for the services on the basis of their ability to pay. The *Policy Respecting Day Care Services* noted that while numerous day care centres were in operation, only two--the Yellowknife Day Care Centre in Yellowknife and the Pairivik Day Care Centre in Frobisher Bay (now Iqaluit)--were receiving financial support from the territorial Department of Social Development. "The usual way for non-profit day care centres to commence operation has been by a local group applying for and receiving a Local Initiative Project (LIP) grant," the policy noted (Northwest Territories, 1974, Fall).

As a result, parents and communities started day care facilities which tended to operate on short-term job creation funding. This meant that budgets had to be "bare bones" (workers in one day care centre brought soup bones from home in order to make soup at the centre) and that equipment and supplies often were donated or purchased secondhand. Parents had to do extensive fundraising in order to keep fees down.

The First Centres

The first day care centres to receive territorial government funding had been opened in 1971 in Iqaluit (then known as Frobisher Bay) and in 1972 in Yellowknife. Other centres developed over the next few years, but only the two original centres received ongoing funding from the territorial government. Others were set up and largely funded by short-term employment creation grants, with only minimal territorial government contributions.

Iqaluit (Frobisher Bay)

The Pairivik Day Care Centre was started in Iqaluit in the fall of 1971 by a group of women who were either working outside the home or needed child care in order to return to work or attend training courses. It tried to reflect the Inuit culture of the eastern Arctic, teaching children in both English and Inuktitut syllabics. Centre director Marnie Harding was assisted by four Inuit child care workers (two of them bilingual in Inuktitut and English) and a cook.

The first centre was located in an old Butler (prefabricated) building; later in the year it moved into the old RCMP barracks. The cell doors were removed, and the children played in the old jail cells. In 1974 the centre moved to another Butler building where it stayed until the centre closed in 1976.

The Pairivik facility served 50 children. The eight or nine staff cared for babies, toddlers, and preschoolers and offered after-school care as well as care during the day. The centre operated from 8 a.m. until 6 p.m. The centre's van picked up children in the morning and delivered them home in the evening. Fees were quite low because of the various grants obtained by the parent board.

The Pairivik facility operated more like a drop-in centre than a conventional day care centre. Children would attend for several weeks or months before going off on the land with their parents or visiting relatives elsewhere in the eastern Arctic; they would start attending again when they returned. Staff and parents noted that a day care centre which did not operate on a drop-in basis would not meet peoples' needs, and people would not use it. It had taken time for people to get used to the idea of day care. Before the facility opened, older female children in a family were sometimes kept home from school to look after the younger children.

Pairivik served as an example for a smaller but similar drop-in style operation in Baker Lake which also received a grant of \$10,000 from the Executive Department of the government. No additional funding was available from the territorial Department of Social Development.

Like the Yellowknife Day Care Centre discussed below, Pairivik received funding from the Department of Social Development to cover the difference between fees paid by parents and the cost of operating the centre. In 1975 Pairivik received \$40,000 from the territorial government. However, in 1976 the centre ran into financial difficulties and, their LIP grant finished, were forced to close their doors.

Yellowknife

In 1972 the YWCA began offering a day care service located in the basement of a Yellowknife church, using funding provided first through the Local Initiatives Program and then through the Donner Foundation. Because the church was used in the evenings, everything had to be packed up each afternoon and put out again each morning.

By 1976 the centre had a head supervisor, six full-time workers and a cook. The centre cared for 34 children in all; eight attended for half-days, 26 for full days. The centre operated from 7:30 a.m. to 5:30 p.m. It cost \$10 per day per child to care for the children, but parents paid on a sliding scale according to income. Additional funds were supplied by the Department of Social Development.

In October 1977, the YWCA day care centre moved into a government building in downtown Yellowknife which had been fitted with a sprinkler system paid for by the government. The centre was outfitted with equipment largely obtained through community fundraising. This development was inspired largely by the energy of Ruth Spence, an alderman of the City of Yellowknife and executive director of the YWCA. The building, once the RCMP barracks and later a hostel for young women, contained a kitchen and laundry facilities. It was surrounded by a large fenced-in play area.

The YWCA also operated three after-school care program in local schools and a summer camp. In 1977, using Canada Works funding, the YWCA opened two more day care centres in Yellowknife. These centres, Forrest Park and Lanky Court, were located in apartment complexes operated by the N.W.T. Housing Corporation. Because the Forrest Park centre did not have kitchen facilities, the children had to bring their own snacks and lunches. However, the location kept operating costs low because heating and electricity were supplied by the N.W.T. Housing Corporation.

In September 1974, a drop-in centre for mothers of young children was opened in Yellowknife after a survey completed by the Company of Young Canadians discovered that in winter, women with young children often spent the whole day inside because there was nowhere for them to go. The Moms and Tots Centre, which allowed mothers to meet other mothers while their children played, was operated on a self-supporting basis by the mothers themselves. It still operates in a local church basement under the direction of the mothers who use the service.

Nanisivik Mine

Nanisivik Mine, which is located on the northern part of Baffin Island, opened a day care centre in 1976 as a free service for families employed at the mine. It occupied half of a family house, and although the facility was well equipped, the first staff were untrained. There were 12 children at this location, ranging from babies to after-school children.

When the new town centre opened in 1977, the day care centre moved into a space which had two large classrooms, and the children were separated into age groups. Program planning and operating regulations based on Ontario and B.C. standards were introduced, and staff received training in arts and crafts, music and songs, and other age-appropriate activities. In 1978 the day care centre moved into its own facility which was designed to accommodate six babies and 20 children. The new facility had an outdoor play area and a staff of four. During the winter the centre offered an after-school program for 20 children; in summer two staff members ran a day camp for the school-aged children.

The Nanisivik centre continues to operate.

Inuvik

The Inuvik day care centre was started in 1972 as a Local Initiatives Program project and was located in a church hall provided by the Roman Catholic church. As of 1976 the centre had a staff of six caring for about 49 children while school was in session. In mid-1976 the centre had to move to another location.

Like other centres operating in Fort Simpson, Coppermine, Cambridge Bay, Fort Providence, Spence Bay, Baker Lake, and Pangnirtung, the Inuvik centre relied on LIP grants and local funding to supplement fees paid by parents.

Policy Guidelines Developed (1976)

The 1975 Northwest Territories *Annual Report* noted that the Department of Social Development has continued to monitor day care service throughout the Territories, offering guidance to established centres and groups considering developing such a service. The Territorial policy, as approved by the Territorial Council, was that day care services would be made available based upon need, which would enable mothers of pre-school children to enter the labour market or take advantage of educational opportunities. However, the popularity of existing services and the impetus placed upon developing programs to assist women during International Womens' Year has brought about an increasing demand for such service in many communities throughout the Territories (p. 40).

In 1976, after consultation with interested groups, the Department of Social Development finalized a policy on subsidization of child day care in the N.W.T. "Several new day care centres commenced operation and the program is becoming more popular in the employment field," reported the 1976 Northwest Territories *Annual Report* (p. 49).

The *Policy Respecting Subsidization of Child Day Care Programs in the Northwest Territories* stated that the government would consider funding for three specific types of day care programs--day care centres, family day care, and after-school programs. The policy stated:

The Territorial policy places the responsibility for the recognition and development of the services in the hands of the private sector. Citizens therefore may not only recognize the need for service but have the opportunity to develop a program which meets the special needs of the community, reflecting the cultural and ethnic backgrounds of the users....

The Council of the Northwest Territories has clearly indicated that they wish day care services to children to be as self-supporting as possible. Users may fairly purchase service according to their ability to pay. Even if it was the policy of the Territorial Government to provide a universal service, funds for such a program are simply not available. Subsidized day care will therefore only be made available to those who meet the social and/or financial criteria which is outlined in these guidelines (p. 1-2).

Parents and child care workers were to be "partners in planning and programming" the policy said.

The policy set out the way in which the government was prepared to subsidize child day care service. Each centre was required to set a per diem fee that covered its total operating costs. However, the actual fees paid by parents were based on the family's ability to pay. The Territorial Department of Social Development paid the difference between the per diem fee and the actual fee paid by the parents.

A New Subsidization Arrangement (1980)

In 1980 the territorial government decided to change the system of subsidies for day care. Reasoning that the existing system benefited only communities large enough to support a day care centre, the government decided that it would be fairer to subsidize parents directly in order to make it possible for them to use either a day care centre, a babysitter, or a family day home. The Assembly adopted the *Policy Respecting Subsidized Day Care in the N.W.T.* in April 1980.

The new policy included an "enriched means test" which assessed parents' income and costs (including day care fees). The government provided funds to cover the difference between the parents' costs (including day care fees) and their income.

In 1982 only 33 families in the Northwest Territories accessed the fund. Only one recipient was from the Eastern Arctic. This relatively sparse use was partially due to information concerning the policy failing to reach Inuktitut-speaking parents. Furthermore, there may have been more response from the Eastern Arctic had social service workers in that area publicized the policy.

While this system was fairer to parents in the smaller N.W.T. communities, it caused disruption within the day care community in Yellowknife. The YWCA, which had been receiving a deficit grant from the territorial government, announced that it could no longer afford to operate its main day care centre and told parents in December 1980 that they would have to make other arrangements for their children's care as of January 1981.

Parents joined together to form the parent-run Yellowknife Day Care Association, having received permission from the territorial government to use the building as a day care centre if the YWCA was not going to operate it. The association, guided by a parent-run board, has operated a day care centre in the building since February 2, 1981. In 1981-82 the centre tried to extend its services to parents by offering a "Lighted Day Care" program. This program, funded by CEIC, paid for some child care workers in the centre and also tried to make parents aware of community resources through an evening program which brought in representatives of various groups to talk to parents. These programs were taped and shown on a local community cable television station.

Several other child care facilities started operation in the early 1980s in Yellowknife. Comprehensive Child Care Services, run by psychologist Marianne Moll, offered 24-hour care, 7 days a week, on a negotiated-fee basis. The facility was privately owned and operated. It continued to operate until 1986 when it had to move and encountered difficulties with the city's zoning bylaw which forced it to close. At about this same time, Catie Pynnaken opened another privately-run centre in Frame Lake South, an expanding area of Yellowknife.

The Fort Norman Child Development Centre (1981)

In January 1981 the National Native Alcohol and Drug Abuse Program provided funds to Sister Mary Celeste to pilot a Child Development Centre in Fort Norman in hopes of counteracting a high rate of alcohol abuse in the community. The intention of the program was to encourage the development of skills that would prepare children for entering the school system. In 1985 the community joined together to renovate the centre using local donations, free labour, and building supplies and financial support from the hamlet of Fort Norman.

In 1988, after responsibility for health services was transferred from the federal government to the territorial government, the Fort Norman Child Development Centre came under the control of the Board of Management for Alcohol and Drug Services. However, the board decided the centre was not an alcohol program and should be funded by the Department of Education. An extension of funding to the centre was approved by the Minister of Social Services pending the outcome of negotiations which are currently underway (1990) with the Department of Education to provide continued support for the centre.

Creation of the N.W.T. Child Care Association (1983)

In 1979 the Legislative Assembly of the N.W.T. established a Special Committee on Education to examine the N.W.T. educational system. Parents urged the committee to consider day care needs when it made its recommendations to the Assembly. Subsequently, the committee recommended that where space was available in schools and where parents requested it, 4-year-old children should be enrolled in a pre-kindergarten program.

In 1981 the parent-run Yellowknife Day Care Association invited the federal government's day care consultant, Howard Clifford, to come to Yellowknife to give a workshop on child care. As a result, when planning began for the second national child care conference, the association was asked if it could send a member to represent the N.W.T. on the conference planning committee. The association's chairperson, Rosemary Cairns, sat on this committee. She took responsibility for contacting all N.W.T. day care centres to invite them to the conference and agreed to help organize a session on day care in remote and isolated areas.

Funding from Health and Welfare Canada made it possible for delegates from various parts of the N.W.T. to attend the 1982 conference in Winnipeg. They included Jenny Neil of the YWCA, Christina Allerston of the Yellowknife Day Care Association, Marianne Moll of Comprehensive Child Care Services in Yellowknife, Catherine Moore of Frobisher Bay and Joanne Thomas of the Cambridge Bay day care centre. Marianne Moll and Catherine Moore were chosen to sit as the N.W.T.'s representatives on the steering committee set up after the conference. When the Canadian Day Care Advocacy Association was established in 1983, Catherine Moore assumed the position of N.W.T. Board Director.

After the conference, women in Yellowknife joined together to create the N.W.T. Child Care Association. This group recognized that the N.W.T. needed a child care policy but knew that putting strict legislation in place could make it difficult if not impossible for many communities to open day care centres. However, they were concerned about providing high-quality child care services in Yellowknife, and this concern led them to work on developing a voluntary code of standards for day care centres in Yellowknife which also might be of assistance to

other communities. This work was spearheaded by Lynn Saunders (now Brooks), then director of the YWCA's child care programs. These voluntary standards were distributed to new day care centres by the City of Yellowknife when the centres applied for zoning approval. Similar work was conducted in Frobisher Bay by the Day Care Committee of the Baffin Womens Association. Work for this Association was spearheaded by Catherine Moore and Monique McCracken.

Challenges for Child Care in the N.W.T. (1983)

In the summer of 1983 Rosemary Cairns (then an alderman of the City of Yellowknife) and Chris Allerston (then executive director of the Yellowknife Day Care Centre) were both on maternity leave after the birth of their second children. They spent much of their maternity leave putting together a discussion paper, *The Challenges for Child Care in the Northwest Territories* (1983), which outlined the day care situation in the N.W.T. and suggested various possible solutions to the problems they saw.

Copies of the discussion paper were distributed throughout the community and to the Department of Social Services. The YWCA used the paper to support its funding presentation to government, and the Advisory Council on the Status of Women used it in preparing its submission to the federal task force on child care chaired by Dr. Katie Cooke, which held a hearing in Frobisher Bay.

The paper looked at how day care services were provided and funded in Canada and the Northwest Territories and how the rules set by the federal funding mechanism (the Canada Assistance Plan) affected the funding of child care services in the N.W.T. The paper suggested that child care in the Northwest Territories had to be looked at as a whole and pointing out that in the past, changes to one aspect of day care policy had created new problems while solving others. The paper suggested that day care centres would never be self-supporting financially and urged government, child care operators, and parents to work together in developing a northern child care system which met the needs of parents and children.

The Family Day Home Program (1984)

In 1984 the YWCA began its family day care home program. This involved finding women who wished to care for preschool children in their homes. The homes were inspected by the YWCA, which coordinated requests for care and collected the fees. The YWCA ran programs of support for the family day care home operators. This form of care appealed to many parents who did not want to enroll their children in large day care centres.

In 1985 Katherine Turner of Yellowknife became president of the N.W.T. Child Care Association and a member of the board of the Canadian Child Day Care Advocacy Association (CDCAA). Her interest in day care had developed after the birth of her son in 1984. She has served on the CDCAA board continuously since 1985.

Reviewing Child Care Needs (1985)

In 1985, using funds provided under the federal government's Northern Oil and Gas Action Plan, the Department of Social Services hired a B.C. consulting firm to study the child care needs arising from oil and gas exploration in the Beaufort Sea. This study, *Caring for Children: Child Care Needs Associated with Hydrocarbon Development in the Beaufort Region*, was completed in March 1985 by Erickson Associates of Victoria.

This study said territorial policy seemed to be based on the implicit assumption that parents were responsible for the care of their children, for selecting and paying for day care for their children, and for ensuring the adequacy of day care services. Subsidies were available only for those who could not afford these services and who met the needs test. The study suggested that this was a passive and, one might say, piecemeal approach to the question of providing resources for the development of day care. Although there was a possibility of providing support beyond user subsidies, "the fact is that the government is not actively seeking out ways of implementing such possibilities to help develop resources in this area" (Erickson and Veit, 1985, p. 59). (In fact, the government was providing space either free or for a dollar a year to the two YWCA centres and the Yellowknife Day Care Association. The heating and electrical costs of the YWCA's two facilities also were covered, although the Yellowknife Day Care Association paid the operating costs of its building. This was done either through the department of Public Works, which administered the so-called "charity leases" or the N.W.T. Housing Corporation, which operated two of the buildings. However, this sort of assistance was provided on an ad hoc basis.)

The Erickson study concluded that the government should develop and adopt a day care strategy. It recommended the creation of an Office of the Day Care Coordinator to coordinate government day care activities and assist communities in meeting their child care needs. It suggested that government should work to strengthen the N.W.T.'s day care resources by exchanging information and sharing knowledge before getting involved in setting standards and licensing operations. It estimated that three to four years of development work would be needed before minimum standards could be introduced. Standards of licensing or other mechanisms of control should be developed gradually, recognizing N.W.T. realities. "These control mechanisms can be expected to be very different from those in southern communities where lifestyles and values are different" (Erickson and Veit, 1985, p. 74).

These recommendations echoed previous recommendations from day care advocates in Yellowknife to various bodies, including the Special Committee on Education in 1981 and the Department of Social Services in 1983.

The Government Acts (1985)

In mid-September 1985, the government hired Theresa Wilson as Day Care Consultant on a one-year term basis to review child care issues and make recommendations on how to meet child care needs in the N.W.T. This position, which is still filled by Mrs. Wilson, was moved into the Family and Childrens Services section of the Department in 1987.

The government's decision to review child care needs coincided with a growing community interest in child care throughout the Northwest Territories. Until the mid-1980s only the larger communities (population of 1,000 or more) had been actively interested in day care. Now communities of between 500 and

1,000 residents also began to state that they needed day care. Factors which led to this new interest were:

- more people becoming employed as a result of the expansion of community government, the development of local facilities and local native organizations, and the increase in local services due to population growth.
- increased interest in wage employment and awareness of the need to upgrade skills through local adult education programs.
- increased acceptance of the concept of child care services outside of the family home.
- an increase in the number of mother-led single-parent families in which economic hardship makes wage employment or upgrading vital. In 1986, 16% of all N.W.T. families were led by a single parent.

The need for more child care spaces was great. As of 1988, less than 400 spaces were available in day care centres and day care homes, while there were approximately 3,000 children under six in families led by a working single parent or two parents who both worked outside the home.

In 1984 the federal task force on child care chaired by Dr. Katie Cooke visited the N.W.T. to hear from residents. Lobbying by women in Yellowknife to have the hearings held in the capital proved unsuccessful. The task force met in Iqaluit (Frobisher Bay) where the Baffin Womens Association organized the hearing and collected the submissions, included in these was a brief from the Advisory Council on the Status of Women. Amongst the submissions presented at the hearing, 39 of the 56 N.W.T. communities were represented -- the majority of these presentations being made in the Inuktitut language.

In 1986, Yellowknife was chosen as the location for a hearing by the parliamentary task force on child care led by MP Shirley Martin. Day care groups, advocates, municipal officials, and native organizations made extensive presentations. A week later, Catherine Moore and Monique McCracken, president of the Baffin Women's Association, made a presentation to the task force in Ottawa.

GOVERNMENT DAY CARE POLICY DEVELOPS (1987--PRESENT)

The Government Adopts Legislation (1988)

Until 1988, the N.W.T. was the only jurisdiction in Canada which did not have day care legislation. However, that changed on January 1, 1988 when the *Northwest Territories Child Day Care Act* became law. The Regulations under the Act took effect July 1, 1988 (Northwest Territories, 1988.)

The Act required all child care facilities or family day care homes caring for five or more children not related to the caregiver to be licensed. The Department of Social Services was given the authority to inspect centres and issue licences.

The Regulations established standards for the operation of child care centres and family home child care. The Regulations governed:

- licensing and inspection procedures.
- record-keeping responsibilities of child care facilities.
- health and safety standards.

- programming.
- discipline.
- nutritional standards.
- parental involvement.
- training of child care workers.
- child/staff ratio.
- space requirements for child care facilities.

Although the government had passed legislation governing the licensing of day care centres, the government still had no policy on providing day care. At the same time, day care centres in Yellowknife and other places in the Northwest Territories were encountering financial difficulties which were compounded by the need to adapt their facilities to meet the new rules. It seemed to the day care centres that a strong lobby effort was needed.

The Advisory Council Lobby (1988)

The Advisory Council on the Status of Women took an active role in trying to find out what N.W.T. residents thought should be included in a territorial day care policy. In July the council hired Cate Sills to prepare a series of fact sheets on day care and to contact communities and day care centres within the N.W.T. The fact sheets included suggestions on how to lobby local and territorial politicians for increased support for child care. Subsequently, Marsha Argue and Lynn Fogwill worked on child care research for the Advisory Council.

In August the Department of Social Services and the Women's Secretariat of the government invited child care representatives from across the N.W.T. to a workshop to provide input into territorial day care policy. This workshop brought together representatives from the N.W.T.'s five regions--Baffin, Keewatin, Inuvik, Fort Smith, and Kitikmeot--with territorial day care advocates. Participants developed a series of recommendations for consideration by government (Northwest Territories. Women's Secretariat, 1988).

In December 1988, the Advisory Council on the Status of Women released its position paper on child care in the N.W.T. for consideration by the government and the general public. This paper outlined a comprehensive program to develop N.W.T. child care services (Advisory Council on the Status of Women, 1988).

Other Key Developments (1988)

A series of other important developments had taken place in 1988. The Inuit Women's Association (Pauktuutit) hired Linda Archibald on contract to produce a *Guide to Starting Day Care Centres in Inuit Communities* which was published in 1989. In the eastern N.W.T., the Iqaluit Child Care Association was formed by Janet Armstrong, Catherine Moore and Randy Kinnear with the aim of getting funds to start a day care centre in Iqaluit. The association received \$50,000 to carry out this study.

Exciting developments also took place in eastern Arctic communities. In April 1988, adult educator Ellen Hamilton of Pond Inlet hired Martha Barr Vosper as an instructor for an eight month period, bringing eight Inuit women 3,000 miles from Baffin Island to Kingston, Ontario to observe how day care centres and kindergarten classes operated. This project took place as part of an Early Childhood Education (ECE) training program funded through the Canadian Job Strategy Program.

Educational authorities and the Department of Education began a number of projects related to child care. The first early childhood education training program in the N.W.T. was delivered at the Nunatta Campus of Arctic College in Iqaluit beginning in September 1988 with funding from C.E.I.C. This bilingual course (Inuktitut/English) was designed and delivered by Kris Colwell, Pat Wright and Gwen Schamerhorn; 10 students were enrolled in the certificate (first) year. Catherine Moore, Director of Community Programs with Nunatta Campus, Arctic College, having attended the 1982 Winnipeg conference and served on the board of directors of the Canadian Child Day Care Advocacy Association, was a driving force behind this development. Ms. Moore received assistance from members of the board of directors of the Canadian Child Day Care Federation (CCDCF) as well.

In May 1989, Nunatta Campus of Arctic College received program funds from C.C.I.F. to implement two day care training proposals. The first was for the delivery of the diploma year of the ECE program in Iqaluit and the second project, presented over a two year period in the community of Igloolik, pioneered field-based delivery of the ECE certificate level.

The Department of Education hired Dave Matthews to facilitate a Supported Parenting Project; two pilot projects were begun in Rae-Edzo and Arviat (formerly known as Eskimo Point). A literacy project was funded in Paulatuk, in which grandmothers taught preschoolers in their first language.

The Yellowknife Annual Teachers' Conference worked with the Department of Social Services to include child care topics in its sessions. The department paid for a speaker to be brought in from British Columbia, and the conference fee was waived for child care participants.

Special Needs of Native Children

The issue of the special needs of native children received special attention in 1989 as well. Katherine Turner, a native woman who had served as president of the N.W.T. Child Care Association, member of the board of directors of the Canadian Child Day Care Advocacy Association, and member of the board of the Fort Smith day care centre, was hired by the Native Council of Canada to research the specific child care/day care needs of native people in the N.W.T.

The National Inquiry into First Nations Child Care heard from a number of people in the Northwest Territories. Cynthia Cardinal of the Dene Nation pointed out that most Dene communities do not have day care centres. She stressed the need for "culturally appropriate programs that would include language, values, traditional law, traditional healing, child rearing roles and responsibilities, and the knowledge of physical, mental, emotional and spiritual well-being that elders possess" (Assembly of First Nations, 1989, p. 211). She noted that funding for aboriginal child care provided under the federal program was available only to reserve communities and that the N.W.T. has only one reserve. Sam Gargan, Member of the Legislative Assembly (MLA) for Deh Cho, suggested that what is right for one community may not be right for another, and he called for more aboriginal child care funding to be provided by the federal government. Katherine Turner, on behalf of Uncle Gabe's Friendship Centre in Fort Smith, said that the federal funding programs seem to forget how basic are the needs of people setting up or trying to run day care centres. She noted that not all N.W.T. communities are included in the \$60 million for aboriginal child

care set aside as part of the federal government's Child Care Initiatives Fund (CCIF) (Assembly of First Nations, 1989). However, it has also been indicated that the Inuit people in the Eastern Arctic did receive some grant money from C.C.I.F.

CURRENT ISSUES

Culturally Appropriate Programs Training

Over the years, the government has acknowledged the need for day care facilities which meet community and cultural needs. This continues to be particularly important in the Northwest Territories, where native people are a majority of the population and make up the population of most smaller communities.

Both day care advocates and native groups have discovered that achieving this goal means more than just translating a non-native day care program into a native language and incorporating a few native stories and traditions. We have come to understand that there are cultural differences in how children are reared. Native organizations and communities will need support in developing programs that meet their needs.

The first step towards developing facilities and programs which reflect community needs and wishes is to develop a culturally appropriate training program, and this work has been going ahead at the Nunatta Campus of Arctic College in Iqaluit. If the educational models being developed in the eastern Arctic are successful, community-based training and child care centres will be started at the community level and will be designed to suit particular cultural and community needs. This is an exciting prospect.

Facilities

Facilities which can be used as day care centres are particularly scarce in N.W.T. communities. A number of communities which want to set up day care centres cannot find a suitable building which meets the code requirements. There is a shortage of housing in all N.W.T. communities, and where surplus buildings exist, they usually require extensive renovation. No capital funding exists to help community groups renovate a building.

Building new facilities is even more difficult in the north than in the south. The cost of building houses in the north is often two to three times more expensive than building similar homes in southern Canada. Although the *Education Act* (Northwest Territories, 1977) allows spare classrooms to be used as pre-kindergarten facilities for 4-year-olds, that kind of accommodation does not meet the needs of younger children and babies. It is anticipated that finding appropriate and suitable facilities for day care centres will continue to be a major problem in N.W.T. communities over the next decade.

Staff Salaries

Financing of day care centres continues to be problematic. Wages for child care workers are extremely low, and most private or nonprofit employers do not provide benefits, with the result that qualified staff seek government positions whenever these are available. Given the high cost of living in the north and the

investment of money individuals have made in their training, qualified staff cannot afford to work in most northern day care centres.

There is a direct link between low salaries and lack of professionalism in the field. It is not easy to attract people into ECE training or to attract ECE graduates into day care administration when salaries are so low. With early childhood education courses being offered through Arctic College in Iqaluit, Fort Smith, and Yellowknife, more ECE graduates will be coming on stream; but they are few in number and most have no practical experience in running a day care centre.

Some provinces have used salary supplements to deal with the problem of low salaries and their effect on professionalism in the day care field. In the N.W.T., however, a source of money for such a supplement is not immediately obvious.

Geography and Climate

The geography and the climate of the Northwest Territories make the development and monitoring of day care programs more difficult. The vast distances between N.W.T. communities make inspecting and licensing day care centres a major endeavour. When travel time is included, inspecting just one centre can take up to 10 days or 2 weeks. Because of the extensive travel involved in the job, the government has had difficulty finding a training officer.

Except for the communities around Great Slave Lake, it is impossible to drive between N.W.T. communities; the only way in is by plane. This means that communities must be self-sufficient; for example, it would not be possible to have a regional child care facility to which parents from neighbouring communities could drive their children each morning. Under these circumstances, the capital costs involved in providing facilities are extraordinarily high.

Costs are much higher already in the north than elsewhere in Canada. For one thing, food costs are high: in some communities, fresh fruits and vegetables are priced out of reach in winter. The long period of winter--between 6 and 8 months in some communities--means high costs for heating and lighting a building, and the cold weather also makes it difficult to program outdoor activities for much of the year.

Conclusion

Although the day care community and the government in the Northwest Territories are struggling with the same issues facing day care advocates in southern Canada, the people of the Northwest Territories also face additional challenges because of the nature of the north's culture, geography, and climate.

However, because of its aboriginal majority, the Northwest Territories is in the forefront of developing culturally appropriate day care programming, and this holds out hope to many native communities in the rest of Canada.

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Chapter 3

AN OVERVIEW OF CHILD CARE LEGISLATION IN THE NORTHWEST TERRITORIES

The following section provides an overview and brief discussion of:

1. The roles and responsibilities of the various government ministries responsible for child care programs in the Northwest Territories.
2. Relevant legislation with respect to child care facilities and the education and certification of early childhood practitioners.
3. The overall capacity of child care facilities and availability of child care spaces.
4. The availability of specialized child care programs, such as special needs care and native programs.
5. Government subsidies and grants available for Northwest Territories families and for centre operators.
6. The cost of child care.
7. Wages and working conditions for early childhood practitioners in the territories.
8. Professional and other organizations providing support services to the child care community.

Further details and a glossary of child care in the Northwest Territories appear in Appendix A of this chapter.

Territorial Organizational Structure and Legislation for Child Day Care

The Department of Social Services is responsible for licensing and funding child day care programs in the Northwest Territories. Current legislation consists of the *Child Day Care Act* (Northwest Territories, 1988) and *Child Day Care Standards Regulations*, (Northwest Territories, 1988) which were established January 1, 1988 and came into force July 1, 1988. Prior to 1988, child day care programs were not regulated or monitored, but the majority of facilities adopted other provincial regulations as a guide.

The Department of Social Services Child Day Care Section (situated in Yellowknife) is the official department responsible for administering the *Child Day Care Act*. Two licensing officers employed by the Department of Social Services are responsible for licensing and monitoring all child day care facilities in the Northwest Territories.

Licensed Child Care Programs

Table 3.1a shows the relevant characteristics of centre day care. Table 3.1b shows child/staff ratios and maximum group sizes for family day care programs.

Table 3.1a Centre Day Care (CDC) in the Northwest Territories

Age of Child	Minimum Staff to Child Ratio	Maximum Group Per Size	Maximum Children In a Room	Total Capacity	Total Enrolment
1-12m	1:3	6	9	608 ¹	599 ¹
13-24m	1:4	8	12		
25-35m	1:6	12	18		
3yrs	1:8	16	25		
4yrs	1:9	18	27		
5-11yrs	1:10	20	30		

¹ These figures are totals over all ages. Breakdowns were not available at the time this table was compiled.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Table 3.1b Family Day Care (FDC) in the Northwest Territories

Type	Child Age	Staff/Child ratio	Maximum ² Group Size	Total Capacity	Total Enrolment
Infant	0-18m	1:2	2	50 ¹	17 ¹
Toddler	19m-35m	1:3	3		
Preschool	36m-5yrs	1:6	6		
School Age	6yrs-12yrs	1:8	8		

¹ These figures are totals over all ages. Break downs were not available at the time this table was compiled.

² Group size reflects no more than:

2 infants

3 toddlers

6 preschoolers

2 school-age children to a maximum of 8 total per 1 caregiver and a maximum of 6 under 5 years including caregiver's children.

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

There are 186 private spaces, 422 non-profit licensed community day care spaces and 50 licensed family day care spaces available in the Northwest Territories. Table 3.2 provides an overview of the distribution of centre and family day care enrollment figures by rural or urban area.

Table 3.2 Urban/Rural Distribution of Child Care Enrolment, Northwest Territories

Geographic Distribution Type of Care	Rural	Urban (Yellowknife)
Licensed:		
Centre-based Day Care	312	287
Family Day Care	0	17

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

The Department of Social Services does not separate special needs spaces from other spaces available in a child day care facility, and there are no programs, either separate or integrated, designed specifically for the preschool child with special needs. Spaces for special needs children are assessed individually and may be subsidized by the Department of Social Services. In the fall of 1988, 25 spaces were occupied by children requiring specialized service (at an average cost of \$469 per month per child).

Although the population in the N.W.T. is predominantly native, there are no programs organized specifically for native children. Instead, all programs are expected to be culturally appropriate and reflect unique aspects of the populations they serve.

Funding of Child Care Services

Emergency financial assistance was provided to existing child day care facilities to assist them in meeting requirements under the newly introduced *Child Day Care Act* and *Child Day Care Standards Regulations*. Emergency funding for minor capital costs and/or equipment was available from the Department of Social Services on a one-time basis. Both profit and non-profit child day care facilities were eligible for the funding.

A user subsidy is provided to people eligible for social assistance. The recipients can use the subsidy for either formal or informal care. Table 3.3 shows the maximum subsidy rate and the average monthly fee for child day care and family day care.

Table 3.3

Child Care Subsidies, Northwest Territories

Type of Care	Maximum Subsidy \$	Average Fee per Month \$	Number Subsidized
Centre-based Day Care	525	450	U/A
Family Day Care	525	400	U/A

Source: Canadian National Child Care Study. (1988). *Provincial/Territorial Questionnaire*.

Staff in Day Care

Education and training are not required for staff in child day care facilities in the N.W.T. The exact number of individuals employed in child day care facilities in the N.W.T. is not known, but the estimated number is approximately 95 persons employed full-time.

No official statistics are available on wages paid to child day care staff, but unofficial estimates suggest that salaries range from the minimum wage of \$5 per hour to \$15 per hour. According to unofficial sources, no facility in the N.W.T. provides a full benefit package that includes a pension plan, a medical plan, and a dental plan.

Child Care Associations and Support Services

Associations

The N.W.T. Childcare Association and the Iqaluit Child Care Association are the only child care associations developed to date in the Northwest Territories.

Support Services

None of the following support services are available in the N.W.T.: information and referral services, toy-lending libraries, parent resource centres, or respite-care programs. Yellowknife has one family day care organization operating under the auspice of the YWCA and funded through parent fees.

APPENDIX A

GLOSSARY OF DEFINITIONS

Types of Licensed Core Care

1. Centre-based group day care (CDC) is group care provided for children within a facility other than a private home. Group size may vary depending on the age of the children.
 2. Family day care (FDC) is care provided for children in a private home other than the child's own home. The group size may vary to a maximum of eight children.
 3. Infant care refers to care provided for children under age 19 months in either a family day home or a group day care setting.
 4. Toddler care refers to care provided for children 19 months to 35 months of age in either a family day care or a group day care setting.
 5. Preschool-age care refers to care provided for children between the ages of 3 years and 5 years in either a family day care or a group day care setting.
 6. School-age care, although not legally defined, is care provided for children aged 6 to 12 years.
-

Types of Supplemental Care

No official definitions of the following terms exist in the Northwest Territories: child-minding, private kindergarten, and junior kindergarten.

1. **Nursery school** refers to care provided for children of less than 6 years of age for a period of 4 consecutive hours per day or less.
 2. **Public kindergarten** refers to half-day educational programs operated by the Department of Education for children in the year prior to entering grade one (usually for children 5 years old).
 3. **Recreation programs** have no legal definition in the Northwest Territories, but these are usually programs for children aged 6 to 12 years offered before or after school and/or during school holidays.
-

Unlicensed Care and Excluded Care

1. Unlicensed Care

Family day care facilities may operate without a licence if a caregiver is providing care to a maximum of four children (including the caregiver's own children).

2. Excluded Care

Care types excluded from child day care facilities licensing include:

- programs that care for children while their parents are on the premises and readily available;
 - casual and irregular babysitting arrangements;
 - care by a school operated under the *Education Act* (including special after-school or lunchtime programs covered under the Education Act);
 - care by a hospital, health facility, or nursing station;
 - care by a religious congregation during the conduct of religious services or training;
 - care provided under the *Child Welfare Act* (including foster- parenting and Ward of the Court situations);
 - care provided by a charitable organization during the conduct of recreational or leadership programs.
-

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Chapter 4

ADDENDUM: CHILD CARE IN THE NORTHWEST TERRITORIES, 1988-1990

In February, 1989, the Minister of Social Services announced the introduction of an \$2.2 million *Interim Child Care Program* effective April 1, 1989 to provide three main services:

- User subsidies: eligibility is determined through an income test and is available to employed parents. Subsidies vary according to a sliding income scale and the number of family members. Parents in full-time training may be entitled to receive the full cost of care. Eligible parents may choose either unlicensed or licensed care;
- Start-up assistance: grants are paid directly to non-profit child day care centres and family day care homes who will be providing full-time licensed child day care. Start-up assistance is provided on a one-time basis to defray initial costs and is based on a scale rate ranging from \$1200 to \$2280 for Centre space and \$750 to \$1,425 for home space;
- Operating and Maintenance assistance: contributions are paid directly to non-profit licensed child day care centres and homes who are providing full-time child day care. The assistance is based on a scale which reflects the varying cost of delivering child care in communities across the N.W.T. The daily per-space assistance ranges from \$5/day to \$9.50/day per occupied space.

There was an overwhelming response to the start-up funds aspect of the Interim Program. The program included a total start-up allocation based on the creation of 180 new spaces. But six months into the program, the Department of Social Services had already received start-up requests for approximately 400 new spaces in 1989-90.

The Interim Child Day Care program is planned to expire on March 31, 1991. It is hoped that a more permanent child day care policy and program of support and assistance will be introduced before the end of that fiscal year.

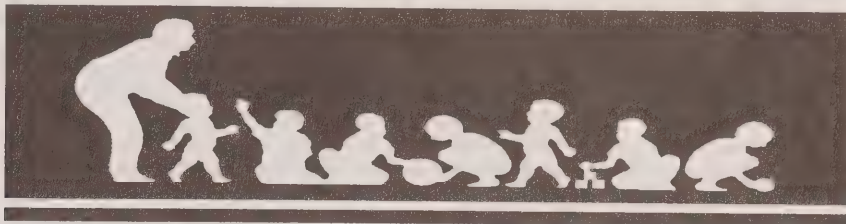
In addition to the Interim Child Day Care program, 1989 also saw a number of other events take place on the NWT child care scene. The first day care centre licence was issued to the Tunnganiksarvik Centre at Nunatta Campus, Arctic College in Iqaluit in May, the same month that the NWT's first three Early Childhood Education graduates -- Lorie Mike, Rosie Shaimaiyuk, and Nootura Kennally -- received their certificates. In July, Deborah O'Connell was hired as the government's Child Care Co-ordinator. As of September 1989, a one-year post-secondary certificate and a two-year post secondary diploma in child care became available for the first time in the Northwest Territories through the Nunatta campus of Arctic College in Iqaluit. Also in September, the Yellowknife campus of Arctic College offered Early Childhood Education courses leading to the first-year certificate level through night study in an effort to accommodate workers without formal qualifications who were working in Yellowknife day care centres. Dorene Redshaw coordinated these efforts.

Chapter 5

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CANADIAN NATIONAL CHILD CARE STUDY GLOSSARY

This glossary contains the definition of terms used in the Canadian National Child Care Study and in research reports.

General Terms:

Interviewed Parent (IP): The adult in the economic family who is most responsible for making child care arrangements. If there are two parents and they make the child care arrangements jointly and equally, the female parent was the IP. **NOTE:** This term replaces that of Designated Adult (DA), which appears in the NCCS Questionnaire and in the National Child Care Survey Microdata User's Guide.

Parent: For the purposes of this survey, a parent is defined broadly and includes a natural, step, or foster parent, as well as a guardian or other relative who has assumed the role of a parent for a child younger than 13 years of age who is a member of their economic family.

Reference Week: The reference week is the full week (Sunday to Saturday) prior to the date of the interview with the interviewed parent (IP) for which detailed data about parents' employment and child care were collected. For this survey, the reference week could have been any of the following weeks: the weeks of September 11-17, September 18-24, September 25-October 1, October 2-8, October 9-15, October 16-22, or October 23-29, 1988.

Reference Year: The reference year for the survey was the 12-month period from October 1, 1987 to September 30, 1988.

Children and Child Care:

Affordable: The degree to which an IP reported a given type of child care as reasonable or acceptable relative to family income, expenditures, and personal expectations.

Before and After School Program: A group program designed to provide care for children age 6 through 12 years during non-school hours including before school begins, after school ends, and in some instances, the noon hour and professional development days. These programs are generally offered by school boards, non-profit societies or agencies, community centres, and in family day care homes. In several provinces, school-age programs are licensed as

recreational programs. In the Yukon, child care legislation does not include out-of-school programs.

Care by a Non-relative: Care of a child provided by a person who is not related to the child in either the child's home or the caregiver's home. Care by a non-relative in the caregiver's home may also be referred to as family day care or family home day care. See Family Day Care.

Care by a Relative: Care of a child provided by a relative of the child (grandparent, aunt, uncle or other relative) either in the child's home or the relative's home. **NOTE:** In this study, care by the IP's resident spouse and care by an older sibling are considered separately. Care by a non-custodial parent is considered care by a relative.

Care by Sibling: Child care provided by an older brother or sister living in the same dwelling.

Care by Spouse: Care of a child provided by the resident spouse or partner of the IP while the IP was working or studying.

Caregiver: A caregiver is a person other than the IP who provided child care during the reference week or reference year.

Care While Working: Care of a child by the IP or resident spouse while the respective parent was engaged in work for pay or profit or in unpaid family work. See Work.

Centre-Based Group Care: Group care provided for children in a facility other than a private home. In Newfoundland group care may be provided in a private dwelling. In some provinces part-time centre-based programs are referred to as preschool or nursery school.

Child Care: Child care is any form of care used by the IP for children under 13 years of age while the IP was engaged in paid or unpaid work, study, or other personal or social activities during the reference week. Care is classified by method of care (e.g., day care centre, before and after school program, informal babysitter, etc.); by location (e.g., school, own home, other private home, elsewhere); and by relationship of the child to the caregiver (e.g., aunt, grandparent, or non-relative).

Also identified in the survey is time children spent in school, in their own care, or in the care of a sibling or IP's spouse while the IP was working or studying.

Child Care Arrangement: The term "child care arrangement" refers to care provided by a specific child care program (the Three Bears Nursery School) or caregiver (Mrs. Ames, a neighbour; or Betsy, John's oldest sister) for a child younger than 13 years of age.

Child Care Availability: The extent to which specific types of child care are perceived by an IP to be available and/or accessible for a specific child in the economic family for the hours needed.

Child Care Support: The IP's report of the availability of individuals (other than a spouse or partner) for assistance with unexpected child care for short periods of an hour or two, and longer periods of a day or two, including overnight.

Child in Own Care: Time spent by a child younger than 13 years of age when the child is not under the supervision of an adult or older sibling while the IP is working or studying. Not included is time spent in transit or relatively brief periods of time.

Child Minding: Generally drop-in, short-term or occasional child care. In British Columbia, such care is provided in a group care facility; in Manitoba, in the child's own home; in Prince Edward Island, in occasional centres. Such care is termed "stop-over care" in Quebec.

Children: Children are household members who, at the time of the survey reference week, were younger than 13 years of age.

Community Day Care Home: New Brunswick term. See Family Day Care.

Cost of Child Care: The amount of actual child care expenses paid by parents to an individual or centre for child care.

Day Care Centre: Day care centres provide care for children in group settings located in a variety of places including schools, community agencies, dedicated buildings, workplaces, and religious institutions under a variety of auspices including publicly-funded non-profit societies, private or commercial day care operators, and employers. Centres may provide full-day and part-day care.

Family Day Care: Child care offered in the home of a provider (caregiver) who may or may not be licensed or approved by a government or community agency to provide care for children. The age range of children varies from province to province. Also called Private Home Day Care in Ontario, Community Day Care Homes in New Brunswick, Family Day Homes in Alberta, Home Care in Quebec, and may also be referred to as Family Home Day Care.

Family Group Day Care Home: Family day care provided for a larger number of children in a private home by two or more caregivers. This type of care is available in Manitoba.

Infant: The term used by Health and Welfare Canada in their Status of Day Care Reports for a child under 18 months of age.

Infant Care: Care provided for children under 18 months in some provinces and under two years of age in other provinces, as defined by provincial legislation. In Newfoundland, group care for children under two years is prohibited.

Junior Kindergarten: An educational program offered by school boards for four-year-old children. Such programs are legislated in a limited number of provinces, and are provided on part-day and/or part-week schedules.

Kindergarten: An educational program offered for five-year-old children by school boards, universities, private schools, and non-profit societies or agencies on either a part- or full-day basis. New Brunswick, Prince Edward Island and Alberta do not legislate public kindergarten programs.

Licensed Child Care: Child care offered in a day care centre, nursery school, or family day care home which has been sanctioned by governmental authorities on the basis of meeting minimum standards of health, safety, and program quality.

Main Method: The single method of care other than school identified by the IP as the main method used for the target child during the reference week to allow the IP to work or study. Detailed information was collected about how parents searched for the main method, decision-making criteria, difficulties finding care, and satisfaction with the main method of care. **NOTE:** In most cases, but not all, the main method of care is synonymous with the primary child care arrangement used for the target child while the IP was working or studying. Differences reflect the fact that the main method of care excludes school as an alternative and was subjectively identified by the IP, while the primary care arrangement was mathematically derived.

Neighbourhood Support: The IP's report of the number of resources in her or his neighbourhood including activities for children, drop-in day care centres and play groups, toy lending libraries, parenting groups, and child care information and referral services.

Non-Parental Child Care: Child care provided in any group program, including school, or provided by a relative or non-relative during the reference week. Care by an older sibling and self care while the IP was working or studying are also considered types of non-parental care. Exclusive parental care may be provided by a parent who is not employed, or may result when parents off-shift work or study hours (where there is no overlap in parental work schedules, so that one parent is always available for child care), and/or are able to provide care themselves while they are at work.

Nursery School: A group program offered on a part-time basis generally for children three and four years of age by community centres, parent cooperatives, churches, non-profit organizations, and sometimes by school boards. Age ranges vary between two and six years from province to province. Also called preschool programs.

Occasional Centre: A facility which primarily provides supervision of children who attend on an irregular or one-time only basis. See Child Minding.

Preferred Child Care: The type of care indicated by the IP as preferable for a specific child in the family, given family income and the current work schedule of the parent(s).

Preschooler: A child aged 36 months to 71 months.

Preschool Program: See Nursery School.

Primary Child Care Arrangement: The supplemental care arrangement used for the largest number of hours in the reference week for a particular child. Primary care arrangements may be defined with respect to the IP's main activity while the child was in care, in which case, one can refer to the primary arrangement used for a particular child while the IP was working; or studying; or working and studying; or for any and all purposes during the reference week.

Private Home Day Care: Ontario term. See Family Day Care.

Relative: A relative is any person related to a child by blood, marriage, or adoption. If a child's parent does not live in the same household (i.e., is an ex-spouse or is separated from the IP), he/she is considered to be a relative of the child for the purpose of describing child care arrangements.

School: A graded or ungraded educational program for children under 13 years of age which includes both publicly funded and private schools. In this study, kindergarten is included in a separate category.

School-age Care: See Before and After School Program. In Quebec the term is School Day Care.

School-aged Child: A child aged six years to under 13 years.

Subsidized Care: Care provided to a child under 13 years of age for whom at least part of the child care fee is paid from government sources under the provisions of the Canada Assistance Plan and provincial day care regulations. In Quebec the terminology is somewhat different and subsidized care may be referred to as financial aid.

Supplemental Child Care: Any form of child care used in the reference week to supplement care provided by the IP (other than care by the IP while working) as captured in the Child Care Interview, Sections E-N. Such forms of care include school, day care centres, before and after school programs, nursery schools and kindergarten, and care by a relative or non-relative either in the child's home or in another home. Also included is care provided by a spouse or older sibling and self-care while the IP is working or studying. Not included as supplemental care is time spent in the care of a spouse or older sibling or self-care at times other than while the IP was working or studying, and time spent in recreational activities, music lessons or other incidental activities.

Target Child: One child selected from each economic family for whom additional information was obtained. This information includes data on the main method of care used in the reference week while the IP was working or studying, and methods of care used and problems experienced throughout the reference year.

While target children were randomly selected within families, children under the age of six years were given four times the probability of selection in families in which there were both children 0-5 and 6-12 years of age. Estimation procedures, however, ensure that the target child is representative of children of all ages so that estimates are not biased in favour of younger children.

Toddler: A child aged 18 to 35 months.

Toddler Care: Generally, care provided for children aged 18 months to 35 months, however, minima and maxima vary from province to province. Some provinces do not specify programs for toddlers. Also called Under Age Three programs in British Columbia.

Type of Care: Type of care refers to a **method** of child care used for a child younger than 13 years of age. Types or methods include group care (nursery school, day care centre, before and after school program); care in the child's home; family home day care; care by the IP or spouse while at work; and care by self, spouse or an older sibling while the IP was working or studying. See also Child Care; Child Care Arrangement.

Family and Family Types:

Census Family: Sometimes referred to as an “immediate family” or “nuclear family”, a census family consists of either a husband and wife (with or without children who have never married) or a parent with one or more children who have never married, living together in the same dwelling. Never married children, regardless of their age, who live with their parent(s) are considered a part of the family; i.e., a census family includes adult children as long as they are not married, separated, divorced or widowed.

For purposes of the CNCCS, adopted children, step-children, and guardianship children are counted as own children.

Dual-Earner Families: Two-parent families in which both the IP and spouse were employed, full- or part-time, during the reference week. Also referred to as two-earner families.

Economic Family: All household members related by blood, marriage or adoption are members of the same economic family. The family includes the IP, his/her spouse (including common-law partner), children (natural, adopted, step, or foster children), sons/daughters-in-law, grandchildren, parents, parents-in-law, sisters, brothers, aunts, uncles, cousins, nieces, and nephews.

The economic family does not include roomers, boarders, friends, and other people who usually reside in the dwelling but who are not related by blood, marriage (including common-law) or adoption to any other family member. These persons form separate family groups. A foster child of 18 years of age or older forms a separate family group.

Families With a Special Needs Child: Families in which at least one child under 13 years of age was reported by the IP to have a long-term disability, handicap, or health problem. Major categories of special needs include: respiratory ailments, cognitive impairments, sensory deficits, physical handicaps, chronic diseases and other long-term problems.

Family/Child Care Tension: The amount of tension, discomfort, or distress that IPs who are not in the labour force reported experiencing in juggling homemaking tasks, children's schedules, their own needs, and other aspects of family life on a general, everyday basis.

Farm Family: An economic family residing in a rural area in which either the IP or spouse identified him/herself as self-employed in the occupation of farming in the reference week.

First Generation Canadians: Families in which the mother or father of either the IP or spouse was born in a country other than Canada are considered first generation Canadians in this survey.

Household: A household is any person or group of persons living in a dwelling. A household may consist of one person living alone, a group of people who are not related but who share the same dwelling, or one or more families.

Household Member: A household member is a person who, during the survey reference week, regards the dwelling as his or her usual place of residence or is staying in the dwelling and has no usual place of residence elsewhere.

Immigrant Family: An immigrant family is an economic family in which either the IP or spouse has a country of origin other than Canada. For this study, immigrant families are classified relative to the length of time they have resided in Canada. Immigrant families are also classified relative to the first language spoken by either the IP or spouse. See Long-term Immigrant Families; Recent Immigrant Families.

Long-term Immigrant Families: Families in which either the IP or spouse took up permanent residence in Canada on or before December 31, 1972.

Low Income Families: In this study, a low income family is one in which the combined annual income of the IP and spouse in two-parent families or total income of the IP in one-parent families fell below the 1987 low income cut-off points established by Statistics Canada. These low income cut-off points are set at levels where, on average, 58.5% of census family income is spent on food, clothing and shelter. Low income cut-off points vary according to the size of the family and community of residence. The terms "low income cut-off" and "poverty line" are often used synonymously. No correction was made in this study for families in which 1987 incomes were affected by the death of a parent, the dissolution of a marriage, or similar circumstances. Low-income status could be assigned only to those economic families which could be classified as census families as well.

One-Earner Couples: Two-parent families in which only the IP or the spouse was employed in the reference week.

One-Parent Family: A family in which at least one child is under 13 years of age and the IP is not residing with a spouse. **NOTE:** Married or common-law married IPs who do not reside with their spouse are considered one-parent families in this study even though they are still legally married.

Recent Immigrant Families: Families in which either the IP or spouse took up permanent residence in Canada on or after January 1, 1973.

Rural Area: All territories lying outside urban areas with populations less than 15,000. **NOTE:** Readers should note that this definition of rural departs from the usual Statistics Canada definition which defines rural as areas with populations of less than 1,000.

Spouse: The family member who is married to or living in common-law with the IP. A spouse or partner not usually residing in the household with the IP is not considered to be a spouse for the purposes of this survey. See One-Parent Family.

Stay-At-Home Parent: An IP in a one-parent or two-parent family who does not work for pay or profit or as an unpaid family worker. See Work.

Total 1987 Income of IP: Total income of the IP consists of all money income receipts received during the 1987 calendar year from the following sources: wages and salaries (before deductions for taxes, pensions, etc.); net income from self-employment (including net income from farming, independent professional practice and roomers and boarders); investment income (i.e., interest, dividends, rental income); government payments (such as Family Allowances, refundable provincial tax credits, child tax credit, federal sales tax credit); pensions (such as retirement pensions, annuities and superannuation); and miscellaneous income (e.g., scholarships, alimony, etc.).

Total 1987 Income of IP's Spouse: Total income of IP's spouse or partner is defined in the same way as for the IP.

Total 1987 Parental Income: The total 1987 income reported by the IP for both her/himself and the spouse or partner. **NOTE:** Total 1987 parental income corresponds to 1987 census family income in those families in which only one or both of the parents were income earners. No correction was made in cases in which 1987 or 1988 incomes were affected by the death of a parent, the dissolution of a marriage, or similar circumstances.

Two-Parent Family: A two-parent family is one in which the economic family consists of an IP and spouse or partner and at least one child under 13 years of age.

Urban Area: A continuously built-up area with a population concentration of 1,000 or more and a population density of 400 or more per square kilometre based on the 1986 census. To be considered continuous the built up area must not have a discontinuous area exceeding two kilometres. Three sizes of population areas are distinguished: (1) Large Urban Centres with populations of 100,000 or greater, (2) Mid-sized Urban Centres with populations ranging from 15,000 to 99,999, and (3) Small-sized Urban Centres with populations of 15,000 and under.

Work and Study:

After School Hours: Weekday afternoons between 3:00 pm and 6:00 pm.

Compressed Work Week: A weekly pattern of work in which 35 or more hours of work are normally scheduled in fewer than five days.

Employed: An employed person is one who, during the reference week, did any work at a job or business, or who had a job but was not at work due to illness or disability, personal or family responsibilities, bad weather, labour dispute, vacation, or other reasons (excluding lay-off or hired but waiting to commence a job). A woman on maternity leave who did not work in the reference week is considered employed. See Work.

Employed Full-time: A person who usually works 30 or more hours per week in all jobs, with the exception of employees in certain occupations who, by contract, are considered to be full-time workers but who are prohibited from working 30 or more hours (e.g., airline pilots).

Employed Part-time: A person who usually works fewer than 30 hours per week at all jobs.

Employer Support: This term refers to a variety of ways in which an employer or employment situation is supportive of the roles and responsibilities of working parents. Employer supports include benefits such as extended parental leave policies, workplace child care, options for part-time employment or job-sharing, and flexibility in scheduling.

Evening Hours: Weekday evenings between 6:00 pm and 10:00 pm.

Extended Work Week: A weekly pattern in which 40 or more hours of work are normally scheduled across six or seven days.

Flexibility in Work Arrangements: Work arrangements in which the hours of work can be flexible or the place of work is the home.

Industry and Occupation: The Labour Force survey provides information about occupation and industry attachment of employed persons and unemployed persons, as well as those not in the labour force, but who have held a job in the past five years. Since 1984, these statistics have been based on the 1980 Standard Occupational Classification and the 1980 Standard Industrial Classification.

Not in the Labour Force: Persons who, during the reference week, were neither employed nor unemployed, i.e., persons who were unwilling or unable to participate in the labour force.

Off-Shifting: In dual-earner families, a work pattern in which there is little or no overlap in the work schedules of the couple.

Serious Student: A serious student is one who engages in full- or part-time study to improve job opportunities or career development, or to increase earnings.

Shift Pattern: In this study, five categories of work shifts are defined relative to the parent's usual stop time on days worked in the reference week.

- Early day shift (finishing between 10:00 am and 3:00 pm)
- Day shift (finishing between 3:00 pm and 6:00 pm)
- Late day shift (finishing between 6:00 pm and 10:00 pm)
- Night shift (finishing between 10:00 pm and 10:00 am)
- Split, irregular or changing shifts

Split Shift: A pattern of work in which there are breaks of two or more hours between blocks of work on any given day excluding overtime hours.

Standard Work Week: A work schedule consisting of 30-40 hours of work normally occurring between 8:00 am and 6:00 pm from Monday to Friday.

Study: Study means attendance at a school, college or university. Attendance refers to taking a course (including correspondence courses) or program of instruction that could be counted towards a degree, certificate, or diploma. School or college refers to all types of public and private educational establishments such as high schools, community colleges, secretarial schools and vocational schools.

Personal interest courses such as night courses in pottery or woodworking are not credit courses unless they are part of a program of instruction that grants a degree, certificate or diploma.

Unlike the concepts of full-time and part-time work, being enroled as a full-time or part-time student is not necessarily related to the number of hours of schooling undertaken each week. The classification of full- or part-time students in this study reflects how schools classify their students. See Serious Student.

Unemployed: An unemployed person is one who, during the reference week:

- a. was without work, had actively looked for work in the past four weeks (ending with the reference week), and was available for work.
- b. had not actively looked for work in the past four weeks but had been on lay-off and was available for work. (Persons are classified as being on lay-off only when they expect to return to the job from which they were laid off.)
- c. had not actively looked for work in the past four weeks but had a new job to start in four weeks or less from the reference week, and was available for work.

Variable Work Pattern: A general term referring to a pattern of work that is variable either in the number and/or scheduling of days worked from week to week, or in the scheduling of hours worked from day to day within a week. See Variable Work Schedule; Variable Work Week.

Variable Work Schedule: A work schedule characterized by significant variation in the beginning and/or ending time of work days in the reference week. Variability in work scheduling was categorized as minor (variation of less than two hours), moderate (variation between three and four hours), or major (variation of five or more hours between the earliest and latest start time, earliest and latest stop time, or total number of hours worked per day).

Variable Work Week: A pattern of work that varies from week to week. Workers may know these changes in advance as with rotating shifts. Alternatively, work days and work hours may not be known in advance, as in work done on an on-call basis such as supply teaching, nursing, free-lance work, or other casual labour.

Work: Work includes any activities performed for pay or profit; that is, paid work in the context of an employer-employee relationship, or self-employment. It also includes unpaid family work, i.e., unpaid work which contributes directly to the operation of a farm, business or professional practice owned or operated by a related member of the household. Pay includes cash payments and payment in kind, whether or not payment was received in the week or year the duties were performed. Work includes any periods of paid leave such as sabbatical, paid sick leave, etc. **NOTE:** The use of the term “work” in this sense does not imply that unpaid labour at home is not work in a more generic sense or that such contributions are not valued.

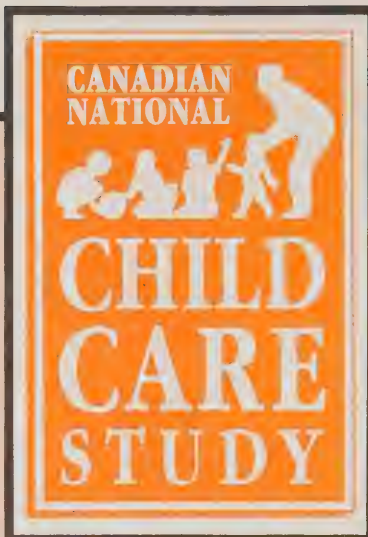
Work/Family/Child Care Tension: The amount of tension or personal discomfort reported by IPs who worked in the reference week or the amount they experience on a general basis in juggling work, family, and child care responsibilities. This term is related to concepts of role conflict, role strain, work-family interference, and work-family conflict.

Work Preference: The IP's preference to work full-time, part-time, or not to work at a job or business.

The Canadian National Child Care Study

is a collaborative
research project among
four members of the
National Day Care
Research Network,
Statistics Canada, and
Health and Welfare
Canada.

It was designed to pro-
vide comprehensive and
reliable information about



Canadian families and
their child care
arrangements, parental
work patterns, and
factors that affect
families as they strive to
maintain their family's
economic well-being
and meet the needs of
their children.

Major research reports
based on the study can
be ordered directly from
Statistics Canada.

Introductory Report

Where are the children? An overview of child care arrangements in Canada

***Where are the children? An analysis of child care arrangements used while parents
work or study***

Parental work patterns and child care needs

Work place benefits and flexibility: A perspective on parents' experiences

Patterns of child care in one-and two-parent families

Stay-at-home parents: An option for Canadian families

Canadian child care in context: Perspectives from the Provinces and Territories



Additional research reports are being planned that will address:

- *Infant Care*
- *Care for School-Age Children*
- *Family Day Care Arrangements*
- *Urban and Rural Families*
- *Immigrant Families and Their Child Care Arrangements*
- *Children with Special Needs*
- *Work, Family and Child Care*
- *Affordability and Availability of Child Care Alternatives*
- *Perceived Effects of Child Care Experiences on Children and Their Parents*
- *Inter-Provincial Differences in Child Care Use Patterns*

Researchers can obtain a copy of the public use microdata tape of the National Child Care Survey and a copy of the Microdata Users' Guide by contacting the Special Surveys Group, Household Surveys Division of Statistics Canada.



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